refugees would welcome opportunities to establish trees for shade, fuel, fodder and food in and around their compounds. Many have already done so on their own initiative. Organised plantation of trees in and around the camps of varieties selected in consultation with the refugees and the village administration could bring many short-term benefits and would also go a long way toward preservation and improvement of the environment. It is estimated that distribution of 10,000 seedlings, equipment, pesticide, irrigation, salaries (Forestry Department personnel), transport, etc., for one camp would cost approximately US\$1,500.

(c) Beekeeping

At present Pakistan imports most of its honey as there have been few efforts to promote beekeeping skills or production of honey. Many of the refugees, however, are experienced in beekeeping and have benefited from expert technical assistance provided by development agencies in their own country. Aside from providing an excellent source of income, beekeeping is an important adjunct of horticulture development. Beekeeping can be done either on a household level (1-3 hives) or on a commercial basis (10-50 hives), collective beekeeping. Such projects would be very low cost and would be implemented in collaboration with the Agriculture Department whose officers could gain from the expertise and experience of the refugees.

(d) Fish culture

Large tracts of land have been excavated for earthwork or brickmaking near many of the refugee villages, rendering them useless for future cultivation. These holes could be transformed from a liability to an asset by the introduction of fish culture. Although fish is not a part of the traditional diet of the refugee or local population, there is no taboo on eating fish and they could be encouraged to include it in their diet. Demand for fish does exist in urban areas which could provide a market for surplus and generate income.

Fish production, if done on a collective basis, could provide employment for a few refugees and generate funds for community uses. Projects could be implemented in collaboration with the Forestry Department which possesses the required expertise and supportive services. It is estimated that the initial investment required for one large fish pond, including equipment, maintenance, fish, feed, and labour for one year, would be approximately US\$10,800.

The above schemes are illustrative of the type of activity that could be supported out of the fund. The actual selection of schemes, however, will require that they meet the following criteria:

- 1. they should originate from the refugees themselves;
- they should aim to benefit the community as a whole, both refugee and local, rather than individual members;
- 3. there should be maximum community participation not only in the planning of schemes, but also in their management and implementation;
- 4. the schemes should result in an improvement of environment and/or fuller and productive utilisation of human and physical resources;
- 5. preference should be given (in over-all selection) to more disadvantaged areas and groups in terms of living standards, access to resources, etc.; and
- a prior condition for support would be the enthusiasm and contributions in labour and in other ways, of the refugee communities.

Under the proposed project, the self-help efforts of the refugees would be supported through the provision of materials, tools and equipment, and as appropriate, through technical and professional

assistance. The support would also extend to partial compensation of labour, either in cash or in kind, to the workers engaged in the scheme. The precise arrangements for remuneration and organisation of work would be decided in consultation between the refugees and the project committee on a case-by-case basis.

The project would be implemented over a three-year period. An interim evaluation would be carried out with the participation of all concerned agencies and representatives of the refugee communities in order to assess possible needed modifications in the approach.

Budget

It is not possible to determine at this stage the precise financial requirements for schemes to be supported by this project nor their breakdown into staff costs, materials, tools and equipment, and compensation for work. Instead, it is proposed that a fund of US\$2,000,000 be created to provide support for the schemes over a three-year period and for one staff member in each province. The schemes will be administered according to the arrangements specified below.

Personnel

It is envisaged that the projects will be implemented by the refugees themselves with technical expertise provided by locally recruited persons as required by each project. However, it will be necessary to provide support for two staff members, one in each province who might be recruited locally. These persons will be responsible for initiating discussions with refugees and their representatives, identifying needed expertise and qualified persons who can provide it, overseeing the development of project proposals, co-ordinating with the selection committee, and monitoring the implementation of schemes.

Implementation

The over-all implementation of the project would be co-ordinated by staff members. The mechanisms involved, from initiation to final selection and execution of each scheme, would include the following steps.

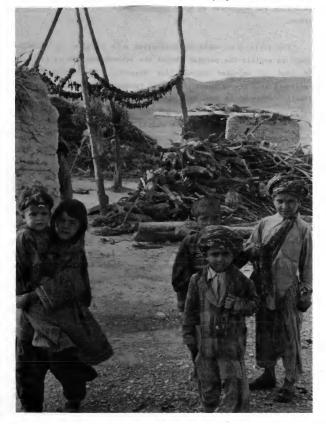
The first step would be discussion with refugees in selected camps to explain the purpose behind the schemes and the criteria to be used in selected schemes for support. The schemes would originate from the refugees themselves through discussions at various levels. They would then be forwarded to the village administration which could provide guidance and assistance in formulation and write-up. The proposed schemes would be transmitted to a joint committee of the UNHCR and the Commissionerate of Refugees in Quetta and Peshawar. The decision on selection of schemes and allocation of funds would be made by this Committee in the light of the criteria outlined earlier. The Committee would also be responsible for periodic evaluation of the entire programme.

The work would be supervised at the camp level by a committee consisting of refugee representatives under the chairmanship of the village administrator. In appropriate cases, the scheme might employ a full-time manager who would report to the committee. The arrangements for organisation and remuneration of work would be decided upon by the refugee communities.

Assumptions

This project assumes that refugees can be motivated to co-operate at the camp level to plan and implement projects that would bring benefits to the community as a whole. It assumes that community action can be mobilised on a self-help basis to contribute to the over-all project objectives. It is implicit in the project that activities will support and reinforce other proposals submitted

by the mission, notably those concerned with training, kitchen gardens, domestic energy, silk production and construction teams, and that linkages can be effectively utilised in the planning and implementation of schemes supported under this project.



Domestic Energy

Background

The influx of refugees over the last three years has led to a severe, and indeed growing, crisis with regard to availability and depletion of resources for meeting domestic energy needs. is the traditional source of domestic energy and is undoubtedly the preferred fuel for cooking and heating. It is traditionally the task of women and children to gather fuelwood from nearby forested The time and effort required for free collection, however, has been rapidly increasing as the fuelwood available is being We were told that some camps in Baluchistan were depleted. originally located near large forest tracts but these were totally devastated within six months of the refugees' arrival; even the roots of the trees have been dug up for use as domestic fuel, thus reducing the possibility of soil regeneration. The areas are now totally barren and devoid even of grass and scrub (also used for cooking and extracted by the roots).

In most camps, however, it has become necessary to purchase fuelwood or to seek out alternative sources of energy. The cost of fuelwood ranged from Rs.25 to Rs.35 per mound (approximately 40 kgs.), a price considered extremely high by refugees who have little In some camps in the NWFP refugees cash income at their command. were using pieces of pine bark and pine needles purchased from timber This was supplemented by dried contractors to cook their food. cornstalks which were laboriously pulled out by the roots by women from nearby fields. While dried grass and desert scrub brush is still available for free collection in some areas, there were indications that even this is being commercialised as it becomes In a coal mining area in Baluchistan, many increasingly scarce. refugees have adopted the coal-burning tin "Quetta stove". Small quantities of coal are carried home by a few refugee men working as coal miners, but there is no formal coal distribution system in the

Many refugees have to settle for coal dust which is made into combustible balls by mixing the coal dust with atta (flour) and water, and dried in the sun. Here we have the ultimate irony of refugees burning food to cook their food. Kerosene stoves have been widely distributed to the refugees by the UNHCR in a commendable effort to combat this crisis situation. However, this programme has run into two formidable problems. First is the inevitable problem in an effort of this magnitude of distribution bottlenecks. result, the supply of kerosene is often irregular and, therefore, only able to meet part of the domestic energy requirements. is the perhaps more formidable problem of cultural fit. Kerosene stoves are only used by the refugees for some of their cooking, such as boiling water for tea and sometimes making vegetable dishes. basic staple of the refugee diet - leavened flat bread (rotai) and oven-baked bread (nan) - are difficult or impossible to cook over kerosene. Refugees also complained of the kerosene taste in their food.

Variations were observed with regard to cooking practices and stove technologies, both among different tribal groups in different regions. Little use of cow dung, for example, observed in Baluchistan camps, whereas cow dung was in wider use in NWFP camps, indicating differences in the distribution of cattle between the two regions. Fuelwood was also apparently more freely available in NWFP, although the commercial price quoted by refugees was not any lower. Among many groups, all or part of the cooking is done outdoors, while in other groups, all cooking is done inside mud Several different mud stove constructions were huts or tents. observed, even within a socially homogeneous and spacially contiguous grouping of refugees. Refugees have also begun to introduce their own energy-saving innovations in some places such as sharing a tandoor (earthen stove) among several families and boiling water in the tandoor while making nan.

Justification

The domestic energy crisis, which has not been caused entirely by the influx of refugees and their livestock, but which has certainly been exacerbated by it, requires concerted scientific and social action on at least three fronts. First, is the need to understand more systematically the existing fuel use and collection patterns, dietary and cooking habits of the refugee population. This is essential in order to arrive at realistic and acceptable measures to improve the situation, which is so clearly illustrated by the limited acceptance and impact of kerosene stoves. Second, is the need to identify alternative sources of fuel for cooking and This could include modification of sources heating purposes. currently in use, as well as development of new energy sources. Third, is the need to develop new stove technologies and methods of improving existing stove technologies so as to maximise conservation of existing and potential fuel resources.

Objectives |

The major objective of this project is to improve availability and use of domestic energy resources and improved domestic energy technologies to both refugee and local populations in There are several subsidiary objectives which Baluchistan and NWFP. may be linked to this major objective, including the following: reduce the process of energy resource depletion so that a normal cycle of renewal can be maintained with regard to grass, shrubbery and forests; to improve stove efficiency so as to reduce the absolute quantity of domestic energy resources consumed by refugee and local populations; to reduce the cost of fuel consumed at the family level by improving energy efficiency and introducing cheaper sources of fuel, thereby reducing absolute demand on existing energy resources; to improve family nutrition and well-being by increasing cash income available for basic needs as a result of decreasing the proportion of income spent on domestic energy needs or the need to burn edibles for cooking; and to decrease the time spent on fuel collection, thereby freeing them (mainly women) for more productive work and/or leisure.

Activities

The proposed project, which could be implemented immediately, would include simultaneous research and experimentation among both local and refugee populations in selected areas. Research would include study of the extent and patterns of use of different sources of energy, the implications of fuel collection for family work patterns, the impact of fuel purchase on family nutrition, the existence and use of different stove technologies (including scientific ways to improve their efficiency) and innovations already evolved by refugees.

Alongside the research, it is envisaged that extensive experimentation will be supported which will the acceptability, cost-effectiveness and suitability of alternative energy sources, improved and new stove technologies, and other energy-saving strategies, including methods of cooking. Hence, some provision for technical and material assistance will be provided so that alternative resources and technologies can be tested under varying social, seasonal and ecological settings. Assessment of the feasibility, adaptability and cost-effectiveness of energy sources technologies suggested will rely heavily on participatory techniques which will involve the end users, i.e. women. primary objective of this phase will be to arrive at a set of recommendations which can be implemented on a significantly larger scale as a follow-up to the proposed project. This follow-up envisages a large-scale programme of technical assistance which aims to ensure the rapid adaptation of the alternative energy sources and technologies identified and tested in the project.

Simultaneous study and experimentation will necessarily have to be carried out over the course of one annual cycle for two reasons.

First, because of climatic variations which range from extreme heat in summer to extreme cold (including snow in some areas) in the These climatic variations would be expected to affect both the availability of different energy sources as well as critical use Second, many nomadic and semi-nomadic groups among the refugees migrate to the hills for four to six months during the This will again affect the availability of energy summer season. sources in certain areas, having different ecological implications for those areas where the refugee population is more settled the year Since recruitment and training of suitable project staff may take at least two months, the total duration of the project will be Given the current crisis situation, this may appear to 18 months. be an unduly long period of time before assistance on a significant However, it can be expected that the scale can be implemented. experimentation activities will have a demonstration effect resulting in more widespread adaptation on a self-help basis of energy sources and technologies which are inexpensive, appropriate and efficient even before follow-up activities are implemented.

The research and experimentation will be carried out in the same In each province two refugee camps and two nearby villages will be selected with a view to representation of different possible energy resource situations. ecological and disadvantage of introducing new technology and resources during the course of research will be counter-balanced by information gained on feasibility. This approach also provides scope for the research to Widespread success during feed directly into action programmes. this phase, e.g. self-help adaptation, successful commercialisation by local entrepreneurs and/or promotion and support by other agencies and NGOs, could even create a situation where a second phase would not be considered necessary (though this seems unlikely given the scale of the problem in terms of area and population affected).

funds and technical and professional services to supplement the efforts of the refugees and the local population.

The seventh proposal on domestic energy is designed to explore more efficient ways of energy use for cooking and heating purposes through a survey of the existing sources of energy and cooking ovens. The survey would proceed simultaneously with experimentation with different fuel sources and cooking arrangements. If successful, the project should contribute to relief of pressure on dwindling sources of wood while simultaneously reducing the financial and work burden involved in the search for and purchase of fuels.

The eighth proposal on basic needs fulfilment through women's development is designed to bring about significant improvements in nutrition, health, and basic hygiene at the family level through reliance on multi-purpose women extension services. The work on health education, disease prevention, child delivery and care, nutrition and sanitation would be combined where relevant with strengthening of the existing and the introduction of new income-generating schemes for women.

The ninth project relates to handicraft export promotion. It seeks to build on the already relatively highly developed traditional skills of women refugees, especially those belonging to the minority tribes in the field of weaving, embroidery and other skills. The project provides for work relating to design improvement and product development to meet the specification of export markets. The national marketing network would be utilised and strengthened to promote exports. The project is expected to result in higher cash incomes, and the development and fuller utilisation of traditional skills.

The final project proposal relates to small-scale industry. The mission did not have time to prepare detailed feasibility studies of

The total cost of this project is estimated to be US\$525,000. Because of the high level of technical expertise required for research and experimentation, provision is made for two expatriate experts and for recruiting short-term consultants to tackle specific technology problems should qualified expertise not be available locally. In addition a fund is proposed to cover the cost of materials needed for experimentation. It is expected that the follow-up phase of technical assistance would not require expatriate staff, and that vehicles and equipment purchased for this project would be transferred to that project. The budget would cover the following items: staff: expatriate staff; stáff local short-term consultants; equipment, supplies and materials: (including maintenance and fuel); books and supplies; materials for experimentation; office space, equipment and furnishings; and workshops: reporting costs and evaluation; sundries and miscellaneous.

Personnel

Two expatriate experts are mentioned above. It is envisaged that one will have a combined background in social aspects of energy, including social forestry, nutrition and environmental The other expert would have a background in physical regeneration. science and engineering aspects, including stove technology and solar, wind and biogas technologies. Short-term consultants would be required to tackle specific technical problems identified during the course of research and experimentation.

Virtually all of the proposed activities require project staff to work in close contact with refugee and local women. Because women in both provinces are in <u>purdah</u> (seclusion) which strictly forbids their contact with men outside their immediate social and kinship group, it is imperative that the project staff, both

expatriate and local, be female (although support staff and some short-term consultants may be male). Furthermore, research investigators will be required to be fluent in Pashtu, the language spoken predominantly by the refugee population.

Implementation

In view of the expertise built up in this area by ILO, it is proposed that the project be implemented by the ILO. Because of the need for continuous collection of data throughout a one-year cycle at the selected locations in the two provinces and the geographical distances between them, it is proposed to implement the project simultaneously in both areas. An expert, research associate and four investigators will be located in each province along with a steno-typist, driver and vehicle for back-up and logistical support.

Since the two experts in the project will have very different skills and qualifications, it will be necessary for each of them to divide their time between the two provinces. It is proposed that the expert on energy technology would be posted in Baluchistan where the crisis appears to be greatest, while the expert social scientist would be posted to the NWFP. To facilitate the process of implementation and ease the problem of communication, it is suggested that, if possible, the research associate working with the energy expert be a social scientist, while the assistant working with the social science expert have some background in energy technology. The expert posted nearest the Islamabad office would also be designated CTA with major responsibility for the project.

It is not envisaged that the project would be implemented directly through an institution as no suitable institution could be identified in the provinces where the research and experimentation will be carried out. It is expected, however, that the project team will develop close ties with relevant research and technical institutions as well as agencies and NGOs delivering assistance to

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refugees with a view to exchanging information and experience, and to identifying an appropriate institutional and organisational arrangement for the delivery of technical and material assistance in the follow-up phase of the project. Assuming that the project for refugee women will be initiated well before the conclusion of Phase I of this project, it will also be possible for part of the experimentation and feasibility assessment to be co-ordinated through the extension network established by the women's project.

An internal evaluation would be scheduled at the end of the first year. The primary objective would be to assess the feasibility, scale and organisational arrangements for developing a proposal for funding the follow-up of the project.

Assumptions

One of the major assumptions of this project is that alternative domestic energy resources exist and are available in Pakistan to be channelled directly to the refugee and local population in the two provinces. It is also assumed that new and improved stove technologies can be identified which are significantly cost-effective from the perspective of the refugee and local population, and that they would be motivated to adapt such technologies to their everyday needs and practices. The third assumption is that these energy and stove technologies will not require unacceptable changes in their dietary and cooking practices.

There are a number of constraints under which a project of this type must operate. First, attention must be drawn to the low level of energy resources, the harsh ecology and the extensive damage already done (and under way) in the two provinces, and especially in Baluchistan. This has implications for cost-effectiveness in identifying alternative resources as well as implementing a programme of technical assistance on a scale sufficient to reverse (or even halt) present trends. A second problem is the lack of development

resources or plans for fuelwood and fodder plantations, this being outside the scope of the terms of reference of the present mission.

The temporary status of the refugee population, along with the seasonal migration of apparently large sections of this population, is a related constraint and will require special attention to feasibility and adaptability by the research and experimentation team. Finally, the extreme seclusion of women, their illiteracy and limited role in decision-making or control over resources in the family could be a hindrance to widespread adaptation of suggested technologies. Since the project team will be female, however, obstacles to contacting women at the camp and village level will be minimised and it is assumed that energy resources and technologies that are significantly labour and cost-effective will be as enthusiastically received by the men in the community as by the women.



8. Basic Needs Fulfilment Through Women's Development

Background

The development of employment activities for Afghan women refugees to date has had only one known "success", a small project initiated by an individual with some seed money from UNHCR to assist women in one camp in the Surkhab area (Baluchistan) to market items decorated with traditional Kandahari embroidery. The only other projects known to have had some success in reaching and attracting the active participation of Afghan women refugees are those which relate to health: provision of health services, health education, sanitation and personal hygiene.

The social context and constraints, within both the family and the community, must be clearly understood in order to develop an and pragmatic approach to enhancing women's opportunities. The individualism and income-generating entrepreneurship which characterises the refugee men, stands in stark contrast to the dependent, secluded and subservient status of the women, and therefore the programming approach must be completely different.

Within the family there is a strict division of labour and observance of <u>purdah</u> (seclusion) which limits women's contact with the outside world. Women carry out most of their domestic tasks within the protective confines of high compound walls, including childcare, cooking and producing decorative household items and clothing for household consumption. The latter often includes elaborate embroidery and handicrafts of traditional tribal design which are unique and require skills of a high order.

Among some tribal groups women are the primary producers of floor coverings, including pressed felt rugs (<u>namdahs</u>) cotton rugs (<u>daris</u>) and woollen carpets. While most are produced strictly for

household use, knotted carpets in particular are also produced for the market, mainly by non-Pathan tribal groups. Women also play a role in looking after poultry, small livestock and kitchen gardens (where sufficient water is available) within the compound walls. Washing clothing and utensils, fetching water and collecting domestic fuel takes them outside their compound walls, and is usually carried out by small groups of women, sometimes in the company of male "protectors".

Within large or extended families there is sometimes an informal division of labour among women which is based on age as well as individual skills. Older women, for example, are less constrained in their movement outside the household compound, and may take more responsibility (along with children) for domestic fuel collection. Younger women, whose eyesight has not yet deteriorated, may be more productive in producing intricate traditional embroidery. The embroidery project in Surkhab mentioned earlier has been able to encourage and build upon this informal division of labour among women in streamlining quality and production.

Except for a few specific tasks of women (e.g. water and fuel collection), women's contact with the outside world is almost entirely through men and boys of the family. There are few exceptions since in most tribes the tribal ethic requires that this role be assumed by male relatives in the case of widows and orphans. Almost total illiteracy among women, and continuing strong resistance to girls' education, acts as a further constraint on their access to information from the outside world.

In most tribal groups, however, since women are constrained from contact with male tailors in the bazaar, a parallel network of women tailors who are home based and deal directly only with women, has evolved to meet the demand for machine-stitched garments for women and children. Widows and other women in desperate need of cash income for survival turn to this trade without any apparent social

stigma, even in groups where both women and men passionately reject the suggestion that women might utilise traditional handicraft skills for earning a cash income. Women tailors we talked to indicated that demand was great and certainly sufficient to support many more women in the trade.

Analysis of existing patterns of women's work indicates a number of potential difficulties in assuring that women will benefit directly from the organisation of economic activities. women's present work, for example, is non-monetised. As a result, neither women nor men have a clear idea of the value of women's labour or the amount of time required to produce an item of good This is further complicated by women's double burden and their simultaneous performance of multiple tasks, though the informal division of labour among women in larger families may be used to increase production and quality. The concept of adhering to a production schedule is absent in the case of items produced for home consumption and would need to be cultivated in any effort to Alternative arrangements to ensure that commercialise production. women derive maximum benefits could include an informal savings system, partial payment in kind, and possible linkages with an existing women's trading network (koochi, women who trade in cloth).

Most production occurs on an individual family basis, as does procurement of raw materials and equipment, acquisition of traditional skills, designs and techniques, and marketing of finished products. However, the possibility of organising some activities around a community centre (e.g. distribution of raw materials; instruction in design modifications; collection of finished products and disbursement of payments) has also been successfully demonstrated in the Surkhab project.

Traditional handicraft skills possessed by refugee women were for the most part found to be of a very high order, and the mission's marketing consultant judged them to have considerable potential in the export market if supported by product development and modest design innovations. In terms of their art value, many were superior to locally produced items of a similar nature. Some women we talked to, however, indicated that de-skilling had already set in, and these skills are in danger of being lost unless a special effort is made to revive and maintain them. Such high skill levels are also very labour-intensive, raising the question of cost and competitiveness unless a sufficiently large export or special appeal market is identified and marketing links established. For this reason it will be crucial to co-ordinate the women's project closely with the proposed handicrafts project.

The existing and potential productivity of women is frequently hampered by the amount of time they must devote to relatively unproductive domestic tasks as well as by their poor health. It is therefore proposed that any efforts to promote employment activities for refugee women also include components to address these other two related problems, namely domestic energy and women's health. There is evidence that such an integrated approach would greatly enhance the credibility as well as acceptability of the project to the community as a whole, particularly tribal leaders and male family members.

Our observations and discussions with both men and women at all levels indicate that any initiative which could help to alleviate the problem of depletion of domestic energy resources would receive enthusiastic response and acceptance. Although a separate research and experimentation project has been formulated, it is envisaged that the implementation of the domestic energy project would be closely co-ordinated with this project.

The broad area of health provides another entry point for organising activities for women which relates directly to their basic needs fulfilment. While it is true that a dispensary with basic medical services has been established in nearly every camp, important

gaps remain in meeting the health problems of women which appear to require a broader community-based approach. A limited amount of experimentation by the UNHCR and voluntary agencies indicate that such an approach could have an immediate impact on the refugee's situation. This project would aim to build on their successful experience in four broad areas: diarrhoea control, improved childbirth practices, sanitation and female hygiene. However, we do not preclude the development of other health-related activities as specific needs and priorities of women emerge.

Despite the widespread belief that men will oppose the development of income-generating activities for refugee women, we found this to be more true of nomadic and semi-nomadic than more settled tribal groups, and the possibility was even enthusiastically received by men in some camps. Male family members were often very appreciative of their women's existing skills, intelligence and ability to learn new skills as well as their contribution to family survival and subsistence (even when no direct cash was brought in by When women begin to bring additional income to the family, as in Surkhab, men are quick to perceive the benefits to the Therefore we have no reason to conclude that the introduction of employment activities for women will be unduly difficult or impossible as long as it is done with sensitivity to local customs.

Finally, it is necessary to comment on the role of women in the social organisation of the community. Whereas men have a long tradition of voluntary membership in different named social groups, no comparable forms of named associations are known to exist among refugee women. However, there are several examples, some of which are referred to above, where women have been mobilised for health as well as income-generating activities in the camps. According to observers, informal gatherings of women are common within the neighbourhood and among certain groups. Women go in small groups to collect firewood and fetch water. Some have a tradition of working

small-scale industry. However, the report identifies a number of products which could be successfully "manufactured" by the refugees to meet their needs. It is recommended that a more detailed investigation be undertaken to identify the range of products that might be produced, the appropriate production arrangements, and technical, financial and marketing requirements for successful operation of small-scale enterprises.

The over-all structure of the report is as follows. The next chapter describes the demographic and settlement patterns of the Afghan refugees in Pakistan. This is followed by a discussion of some dominant social and cultural features of the life of refugees, education and skills, and patterns of economic activities. chapters provide the socio-economic background to the programme of action elaborated in the remaining parts of the report. description of individual project proposals is preceded by introductory section which spells out the broad considerations which have influenced the nature and content of the programme as well as highlighting some of their distinguishing characteristics. the attention of the reader to the annex on conversations with These excerpts not only provide a basis for some of the material contained in the main report but also convey a flavour of the perceptions and views of the refugees on matters dealt with by the mission.

together on an informal basis to produce large items of embroidery.

Medical personnel claim that nearly a third of their clients come to
health centres to meet other women rather than for health reasons.

These observations, together with the expressed interest of refugee women, indicate that it would be possible to organise women for developmental activities. This point needs to be stressed since it would clearly be impossible to reach women on a significant scale at the individual household level, or certainly inefficient. productive as well as social reasons related to acceptability, communication and trust, it is proposed that the initial approach to organising refugee women build upon existing indigenous informal groupings and social networks among women. In most cases this means that tribe, sub-tribe and possibly region of origin and nomadic or non-nomadic status would form the effective parameters of group It may be mentioned that such boundaries formation and activity. are normal in the natural evolution of voluntary associations and do not imply inegalitarian or discriminatory ideals. Rather one needs to emphasise the importance of shared experience, values and beliefs in the development of co-operative activities. It is important to encourage the development of support groups among women and to provide a setting for discussion in identifying critical problems, solutions and mechanisms for creating self-reliance. massive illiteracy and constraints on their contact with outsiders requires that alternative structures and mechanisms be evolved which are acceptable within the existing social context in order for them to gain access to information, opportunities (e.g. raw materials and markets) and services which will enable them to improve their situation.

Justification

The basic thrust of this project is to increase the self-reliance of refugee women in fulfilling their basic needs. The justification for this approach is that refugee women are known to have less access than men to fulfilment of basic needs, and that the existing social context, including the non-monetisation of women's productive activities and the social constraints on their access to markets and institutions, indicate that an integrated approach to basic need fulfilment is required. The existence of large numbers of women in the camps who are widows or whose male family members migrate for months at a time for employment or other reasons, further heightens and justifies the case for a project which aims to broadly address the basic needs of women. Development of employment and income-generating activities for women will constitute the major objective, but will be reinforced and supported by other activities, including those related to domestic energy and health, which in some cases may provide the initial entry point for organising activities.

Objectives

The primary developmental objective of this project is to increase the self-reliance of refugee women in fulfilling their basic needs. The immediate objectives of the project which are required in order to achieve the long-term objective include the following:

- (1) creation of a corps of refugee women trained as community health workers in basic health maintenance including diarrhoreal control, safe childbirth delivery, nutrition, hygiene, sanitation and referral;
- (2) adaptation by women of more efficient or alternative domestic energy sources, cooking patterns and/or stove technologies;
- (3) organisation of women into groups on basis of indigenous social networks and common activities, including income-generation;
- (4) establishment of dependable marketing links for items produced by women based on their traditional skills.

Activities

The proposed project will depend heavily upon the services of women extension workers who will be carefully recruited, trained and supervised by co-ordinators to be posted in Quetta and Peshawar. Recognising that the approach must be extraordinarily cautious and sensitive to local customs, attitudes and conditions, it is proposed that the project would be initiated on a small scale, i.e. in two camps in each province, to begin with, and provision made for expansion if an interim evaluation (to be conducted 18 months after the project is initiated) concludes that (a) the approach has been successful in meeting its objectives, and (b) sufficient demand exists for replication. The ILO experience in its rural women's employment projects has been that success even on a small scale can have a profound demonstration effect, leading to widespread demand for additional assistance. Some provision is made in the current project to allow for expansion even before it will be possible to plan a second phase. This will make it possible for extension workers to expand activities, for example, to adjacent camps in large settlement areas if and when they are confronted with such a demand situation (some settlement areas include as many as 15 camps or administrative units which are contiguous).

The refugee women's lack of contact with, or information about, the outside world makes it necessary in the initial stages to work through female extension workers (either Afghan or Pakistani) who, on the one hand, can interact with the refugee women directly without going against local customs and norms, and on the other hand, can deal on their behalf with the outside world. The latter requires a knowledge of bureaucracy, institutions and commercial links as well as some experience in dealing with them. Further, special skills and experiences are required in order to respond to the critical needs of refugee women which relate to a variety of aspects of their life, ranging from health and nutrition, appropriate technology and reduction of drudgery, to organisation and management of economic

activities. The extension workers must therefore be multi-functional, and their primary responsibilities would include the following

- (a) <u>referral</u> to existing services and facilities (e.g. health, education, credit);
- (b) channelling information on crucial topics (e.g. health, agriculture, domestic energy, poultry, crafts, etc.) and informal training of women for self-reliance;
- (c) literacy and accounts functions which refugee women cannot deal with due to massive female illiteracy;
- (d) motivating women to take advantage of existing and new opportunities;
- (e) identifying, along with the women, their natural leaders and promoting responsible leadership development.

The introduction of new activities must be cautious and slow. However, the ultimate criteria for success of these female extension workers will be their ability to gradually withdraw from the community as the women and their leaders are increasingly able to take responsibility for the above tasks. The extension workers will be expected to work in small teams so that their different skills and experience would be complementary and the range of problems identified could be adequately addressed.

The extension workers will work through indigenous networks and groupings in order to mobilise women to participate in activities, and to develop their own organisational and leadership capacities for self-reliance. In order to facilitate this process, provision has been made for inexpensive community centres for women's activities. These centres will be multi-functional, located within the local

neighbourhood (or as near as possible) and constructed on the design for the household compound. The centres would not precede the introduction of activities but rather follow as the refugee women express an interest in and need for an appropriate place in which to meet and carry out their activities on a regular basis. compound walls are in accordance with the need for privacy, while the space within would accommodate larger gatherings as well as small groups of women. Two katcha rooms would provide secure storage for equipment as well as space for training and small-scale production activities. Furthermore, the compound replica will provide an ideal setting for demonstration and experimentation in innovations and activities ranging from stove technologies and use of latrines to poultry and kitchen gardens.

An important aspect of the approach will be the need to co-ordinate the activities of the women's project at the field level with those of other voluntary agencies who already have experience in critical areas such as latrine installation, personal hygiene, community health education, and handicrafts development. Similarly, it is crucial to co-ordinate the women's project with other projects proposed in this submission such as the handicrafts export promotion scheme.

Because the project envisages that activities will be introduced in accordance with local needs as defined by the expressed interest and priorities of the refugee women themselves, it is not possible to specify in advance the precise schedule for implementation of each activity. It is expected that health activities could in most cases be implemented immediately, that domestic energy activities will depend on the implementation schedule and findings of that project, and that economic activities will be somewhat slower to develop as care must be taken to establish reliable marketing links first, least expectations be raised which later cannot be fulfilled. Because it is impossible to anticipate at this stage all of the women's needs, and it is crucial that extension workers have sufficient flexibility

to respond quickly to needs as they are identified, a small aid fund is proposed that will be administered and controlled by the project co-ordinator in consultation with the UNHCR and relevant voluntary agencies.

Budget

The total budget requirement for this project is US\$993,000. The items covered in the budget will include the following:

Staff

Expatriate and local staff, including: extension workers; community workers; and support staff.

Equipment and Materials

Equipment and supplies; vehicles; community centres; equipment/vehicle maintenance and petrol, and assistance fund.

In addition, provision will have to be made for non-formal training and skill upgrading, consultancy and advisory missions, evaluation, reporting, workshops, and office space.

Personne1

Co-ordination of activities as well as over-all supervision, monitoring and reporting will be the responsibility of the project co-ordinator (CTA). She will be assisted by two senior local experts posted in Quetta and Peshawar. It is expected that one of these experts would have a background in training, extension and communications while the other would preferably have experience in handicrafts development and marketing. These two experts would be expected to travel between the two provinces as the need arises for their different areas of expertise, as well as to spend a large portion of their time making field visits.

To begin with, twelve female extension workers (six in each province) will be recruited. They will form teams of two to three persons to work intensively at the camp level. It would be unrealistic to specify their exact skills in advance as suitable persons will no doubt be difficult to find and there will be need for maximum flexibility with regard to minimum qualifications. However, at least one extension worker in each province would be expected to have some background and experience in health programmes since this is seen as a possible important entry point. Communication skills, interest and motivation will be important considerations in the selection of the other workers since their role as animatrices requires a broad-based approach.

Provision has also been made for "honorariums" to be paid to refugee women who undergo training; for four "helpers" in each camp who would gradually take on responsibility for various aspects of production such as skill upgrading and design introduction, quality control, distribution and collection; and for six women in each camp who will shoulder the responsibility for health maintenance.

Implementation

The ILO has relevant experience in the implementation of employment projects for disadvantaged rural women in the Asian It is therefore proposed that the ILO would be the implementing agency, and that the project would draw experience of ILO personnel co-ordinating similar projects from time At the national level it is suggested that the project would be implemented through a voluntary agency which is currently active in one or more of the proposed activities, which expresses interest in entering the fields of activities and locations in which not currently be active, and which has appropriate organisational support and commitment to provide back-up support as and when necessary. Several potential agencies have already been identified, but the final selection would be carried out in consultation with the UNHCR, the Government and the voluntary agency concerned.

It is envisaged that the proposed project could be implemented as soon as possible, assuming that funding is available, project co-ordinator and experts recruited, and details of collaboration with the voluntary agency are finalised.

The duration of the project would be three years, with an interim evaluation to be carried out midway, i.e. upon completion of 18 months of implementation.

Assumptions

There is no question that the development of appropriate structures and mechanisms for delivery of assistance to refugee women with their full participation and the support of tribal leaders and men in the community will be an exceptionally difficult task. Some of the critical assumptions are summarised as follows:

- Tribal leaders and men in the selected camps express interest in and support activities directed at women and the fulfilment of their basic needs;
- (2) motivated groups of women based on indigenous networks and sub-groups within camps can be identified and mobilised to participate in organised activities;
- (3) female extension workers can be identified and trained to work full time in refugee camps as effective partners in development to the refugee women;
- (4) a range of low-cost, appropriate activities can be identified that will make an immediate and significant improvement in the lives of women and their families;

(5) refugee women have the capacity and motivation to gradually assume responsibility for the functions of the extension workers and eventually achieve self-reliance in the activities introduced.

It is anticipated that there will be early indications of whether all or most of the difficulties inherent in the above assumptions can be overcome. If they prove insurmountable, the interim evaluation may recommend early closure of project implementation. However, this project has attempted to build upon the successful experience of other agencies working in the camps which provide some grounds for optimism that the proposed project will be able to succeed in achieving its objectives.



9. Handicrafts Marketing and Export Promotion Scheme

Background

Handicraft production is widespread among the refugees in Baluchistan and the NWFP. Most items produced are for home consumption, although many find their way into the local or even international markets. The latter is particularly true of the woollen carpets produced by some of the minority tribes, the Turkomans, Uzbeks and Moghuls.

The division of labour in the field of handicraft production varies according to tribe and sub-tribe, though it is safe to say that women do the embroidery work and carpet weaving, and men buy the raw materials and do the marketing (of goods produced for the In some sub-tribes men are not involved at all in the market). production of handicrafts, while in others they have specific tasks or lines of production such as spinning, dying and ghilam weaving. Most handicraft production is in the field of textiles, using wool as Women are the main producers in the field of the main input. textiles, and in many sub-tribes they exhibit very high levels of skills, particularly in carpet weaving, embroidery and other forms of In other fields, e.g., jewellery and metalwork, men stitchwork. predominate.

Plans for development assistance for handicraft export promotion often provoke heated debate over perceived disadvantages. It is argued, for example, that handicraft production is based on "poor men's labour", and that production geared to the export market will create dependence. Due to fluctuating demand patterns for handicrafts, producers can suddenly find themsleves without a market.

Among the refugees, however, it can be argued that most handicraft production is based on poor women's labour, and that these women, due to social and cultural constraints, have few





alternatives to earn an income. Although the profit margin on most handicrafts is not high, the labour-intensive nature of production assures that large numbers of refugees can benefit from the scheme, and the project is designed to assure that the producers can earn the equivalent of the minimum wage (Rs.15/day) prevailing in the rural areas. The export promotion scheme seeks to assure a steady and reliable market for handicrafts that will be more remunerative than the local market (which is already saturated).

Within the export market, four segments can be defined on the basis of articles as well as marketing channels:

- (a) the traditional market for oriental articles;
- (b) the <u>stylish market</u> for utensils and fashionable garments which have special product appeal not necessarily identified with the country of origin;
- (c) the <u>special appeal</u> market in which items are attractive because of their particular origin;
- (d) the <u>alternative marketing organisations</u> (AMO market) which provide outlets in affluent countries for items produced in developing countries.

In general terms it appears to be advisable to stay out of the traditional market which is well established and competitive. The major item in this market is carpets, and refugees for the most part appear to already have good trading links to this market. The stylish market has great potential if strong linkages with the demand side can be developed, and if continuous product development attuned to the demand takes place. Given the refugee situation and its wide publicity in the international press, the special-appeal market is certain to exist for at least two to three years if properly handled professionally. The AMO market also has

excellent potential. It could be used as a first channel for entering the market, and as a training ground for transforming traditional articles into stylish consumer goods. This would be a difficult and time-consuming task, but ultimately very rewarding.

It is proposed that product development and innovation be based on existing skills and articles locally produced in order to achieve quick results. Although not exhaustive, the mission has identified a numer of items which have excellent export potential:

- (a) painted <u>numdahs</u> (felt rugs) which have special product appeal and are quite different from the well-known embroidered numdahs;
- (b) embroidery work which could have both special product appeal and special market appeal;
- (c) knitted and woven woollen articles;
- (d) jewellery;
- (e) beadwork;
- (f) small furniture items.

Although skills of a high quality and raw materials exist, the export potential in the handicraft sector has not yet been realised due to limited linkages with markets abroad (with the exception of the carpet market) and the absence of a system of continuous product adaptation geared to the foreign market. This project addresses itself to this problem.

The production of handicraft articles takes place on a low technological level. Possibly as a result of this, the marketing of handicrafts is often seen as a simple activity. However, the effective marketing of handicrafts is one of the most difficult activities due to fragmentation of the market, short demand cycles and a limited degree of standardisation. If one combines this with the low status attached to most handicraft production, it is not surprising that the marketing function within the handicraft sector is, in many developing countries, only partially developed. This is apparently the case in the refugee-affected areas, notwithstanding the stongly developed market within the carpet sector with its base in Karachi.

The scheme proposed will imply an entrepreneurial function as it is believed that only through a combination of product development and risk taking, can the handicraft sector be dynamised. This does not, however, imply that this scheme will run a higher risk of failure than other development assistance schemes. Failure would only be more apparent.

Justification

Export promotion of handicrafts offers an opportunity to bring benefits to large numbers of the poorest and most vulnerable refugees while at the same time strengthening the capacity of the host country to enlarge and improve its linkages with the export market. Handicraft production does not require any permanent infrastructure or large capital investment since for the most part production is home-based and technology is of a low order. Skills and raw materials are already available. The export promotion scheme can serve both the refugees and local population (many of whom produce items similar to those produced by the refugees). Therefore the benefits of the scheme, if successful, will continue to be realised even after the refugees depart.

Objectives

The immediate objective of this project is the creation of additional income opportunities for refugees and the local population

in refugee-affected areas through the development of the handicraft sector. In order to achieve this objective, the project aims to develop close linkages with the external market for handicraft articles, to create a system of product development attuned to the fluctuating demand patterns abroad, and to develop a system of product innovation for the export as well as the local market.

Activities

The major activities to be supported under this project are:

- (a) supply of inputs to needy producers;
- (b) product development and innovation;
- (c) purchase and sale of articles;
- (d) training and guidance of producers.

be undertaken within these activities will need to organisational framework. An organisation with excellent potential for handicraft export promotion already exists and would be the implementing agency. This organisation, Threadlines, in fact already provides a limited market outlet for a few articles produced The project will strengthen the product development by refugees. and export capacity of this organisation which is at present very Hence the project includes an element of institution building in addition to the four major activities mentioned above. This will require support for management development, additional staff, introduction of a management information system, division of functions in the field of sales and purchase.

At the field level it is proposed to establish three promotional teams, one each at Quetta, Peshawar and Mardan. These teams will act as liaison between the producers and the export organisation, and will be responsible for identifying articles of interest made by the refugees and local population, guiding the producers in quality control and assisting in the introduction of design improvements and product innovations. Where necessary they would assist in the provision of tools and raw materials to needy producers. It is envisaged that each team will consist of two promotional field officers, at least one of whom would be a woman in order to facilitate direct contact with the producers. Each officer would specialise in a range of handicraft articles, preferably one in textiles and one in other items.

A small credit fund will be established out of which tools and other inputs can be furnished in kind, to be repaid in instalments through small deductions when the finished articles are bought from them. This is essential since many of the refugees were unable to bring their tools of production with them when they fled their country. Many refugees as well as local people are simply too poor to purchase the materials required for production, although they possess the motivation and requisite skills.

Although the teams will, as far as possible, develop direct links with the producers, this will not always be easy since most of the producers will be women. Therefore, it will be important for the teams to establish linkages with the proposed project on women as well as with other voluntary agencies in the field which are working with women. Such a network of contacts would help to insure that the benefits of the scheme go directly to the producers rather than to middlemen traders.

One of the most critical elements of this scheme will be its capacity to develop new products which are based on traditional skills and designs. This requires creativity, flexibility, a certain degree of risk taking, and an effective system of feedback. Small adaptations or modifications based on existing products, designs, technologies, raw materials and skills can often have a large impact on perceived innovation in the consumer's market. This

approach can be more effective than a totally new design and is therefore preferable, it requires both creativity but flexibility. Creative local people, and, occasionally, foreign designers can be called upon intermittently to perform this function as the need arises. This would be supported out of a product Since product development can only flourish development fund. within an entrepreneurial environment which involves risk taking, and since the producers cannot be expected to shoulder this risk, it is also imperative that the project take responsibility for the risks This includes development of a system of gaining rapid and dependable market and feedback information in testing new products.

Marketing handicrafts is a difficult activity because, on the demand side, the market is highly fragmented with short demand cycles, while on the supply side, the level of standardisation which can be attained is limited by the very nature of the articles produced. Market surveys are thus of limited avail, the best approach being essentially one of trial and error, with continous feedback and provision of product development.

Some training may be required to enable the producers to successfully adapt modifications and innovations evolved in product development. However, this does not necessarily imply that a formal training scheme is required within the present project. Liaison with agencies already involved with vocational training, including the proposal made in this report, would be sufficient. In cases where only minor adaptations are required, the producer would be able to learn through trial and error with some advice from the promotional field officers.

It is estimated that the project will generate an average of 100 days of employment per year for each producer. Approximately 5,000 families would be able to benefit directly from this scheme.

Budget

The total budget requirement of this project is US\$1,089,900. The items included will be as follows:

Personnel

No expatriate personnel will be required under the scheme since general expertise is available locally for execution of the project. However, provision is made for an expatriate expert to visit the project on an intermittent basis to give guidance, to act as a sounding board as well as a catalyst, and to facilitate the establishment of contacts with the external market.

Since the management of the proposed implementing agency is already somewhat overstretched, it is proposed to finance an additional post out of this scheme, namely the post of project manager. The three promotional teams and the three drivers would also be supported.

In addition, short-term consultants recruited locally as well as abroad will be financed as required from product development and innovation funds.

Implementation

The project would be implemented through Threadlines, a handicrafts marketing agency of the Government (Ministry of Industry) which was established with UNIDO assistance in 1977. The organisation has a sound management and financial base, with 98 per cent of its sales being realised locally through its own market outlets in Islamabad, Karachi and (from December 1982) Peshawar. Approximately 55 per cent of the total turnover of Threadlines is at the moment procured from NWFP and 20 per cent from Baluchistan. Four new collection centres-cum-shops are planned, including one in

each of the refugee-affected provinces. The three promotional teams will liaise with these field offices as well as with the product development team in Islamabad.

It is proposed to establish an advisory council on which the following organisations would be represented: Ministry of Industry, SAFRON, Expert Promotion Officers (Baluchistan and SIDB-NWFP), UNHCR and the ILO, possibly including the CTA, women's project. The main task of the council will be to monitor and advise on project implementation.

There will be two evaluation missions. The first will be undertaken at the end of the second year, and will recommend on the continuation of the project. The second evaluation will be carried out about one year after the conclusion of assistance in order to assess the degree to which the objectives have been achieved, and to learn from the project's successes and failures. The criteria for evaluation will include business (outcome and profits), direct assistance (number of beneficiaries and their incomes), social aspects (impact on women and indigenous communal activities), innovation (success of adaptations) and spillover effects.

Assumptions

The major assumptions underlying this project are:

- (a) if properly adapted, "traditional" handicraft items can suit the taste of foreign buyers in foreign markets;
- (b) the handicraft sector can be competitive in the export market.

Difficulties may be encountered in creating a system in which all parties concerned (including management and producers) are motivated to achieve the project objectives; in reaching female producers to introduce product specifications; and in creating commercial relations with overseas importers.



10. Identification and Feasibility of Small-Scale Industries

Background

The Afghan refugees in Pakistan are already engaged in a wide range of economic activities in and around their camps. These include a variety of trades, repair and maintenance work, catering services, construction work and production of basic consumer and producer goods. In the latter category, it is not unusual in a camp to find production of some or all of the following goods: clothing and garments of all kinds, shoes, pots and pans, wooden doors and windows, bricks, flour, bread, etc. Repair and maintenance work includes such things as radios, watches, transistors, bicycles and sewing machines. In some camps we were also told of refugees possessing skills in auto repairs and gold and silver work, but owing to lack of demand, these trades were not practiced in the camps.

In practically all cases, production is organised on a craft basis. The "production unit" consists of a small, narrow room with the most basic tools which are owned by a craftsman who may be helped by one or two relatives or apprentices, often on a sporadic basis. It is extremely rare to find an enterprise with two or more full-time employees. The typical situation, except in very large camps, appears rather to be characterised by underemployment of the craftsmen.

A good deal of production appears to be in response to orders placed with the craftsmen. The mission was told by the craftsmen it met that many of them operate with considerable excess capacity. The limited market for their products and services is the main deterrent to increased production. In some cases the poor quality of their products and services may be one of the causes for the limited demand. At the same time the mission was struck by the results of their craftsmanship, taking into consideration the simple tools being used and the level of their theoretical knowledge. And

CHAPTER TWO

Social and Economic Background of the Refugees

(a) Demographic and Settlement Patterns

Starting with a small trickle in 1978, the number of Afghan refugees rose rapidly in the subsequent years. By the end of December 1979 their numbers were estimated at around 787,000. The following years saw a sharp increase in their numbers. Government rolls reflected the registration of nearly 2.37 million by December 1981, and some 2.7 million by November 1982. About 20 per cent are in Baluchistan and over 80 per cent in NWFP. Given the considerable mobility of refugees to and from the border with Afghanistan and large seasonal movements within Pakistan, there must inevitably be a certain margin of error in these estimates. The Afghan refugees in Pakistan currently constitute the largest concentration of refugees in any one country.

The breakdown of the refugees between male, female and children shows somewhat different patterns between the two provinces. In Baluchistan, children are estimated to constitute over 55 per cent of the population, with the share of adult males and females at over 20 per cent and 24 per cent respectively. In the NWFP, the proportion of children is just over 48 per cent, with the share of the female population at 28 per cent and that of the male at 24 per cent.

These refugees are accommodated in some 330 villages, of which 280 are located in the NWFP. Although each village was originally intended to accommodate 5,000 persons, this number has often been exceeded. In certain localities, contiguous villages have fused to form larger agglomerations. In actual practice, there is a great deal of variation in the number of refugees in individual villages. In the NWFP, the majority of the villages have populations between

it was striking to find master craftsmen in their small <u>katcha</u> (mud brick) workplaces repairing radios, watches and curios all more or less at the same time.

The mission has given some thought to ways and means of the skills and tools οf these craftsmen. The implementation of the proposed training programme should result in a general upgrading of traditional skills like tailoring, shoe making and construction as well as creation of newer skills in metalworks, repair and maintenance of autos, electrical appliances and elementary electronics. The more traditional skill training like tailoring will be production-oriented, while the newer skill training like metalworks will be directed more at repair and maintenance.

The UNHCR currently supplies each refugee with one pair of shoes, one blanket and eight metres of cloth per annum. Each family is also entitled to one set of utensils and one kerosene stove. Currently these goods are partly imported from outside the area. Even if a tiny fraction of shoes, quilts and stoves could be produced by a group of selected refugees, this could create a significant and assured market for their craftsmen and small enterprises. Likewise, there appears to be considerable scope for expansion of garment production within the refugee-affected areas.

Other obvious possibilities include production of construction material - bricks, wooden doors and windows, tables and chairs. There is something of a construction boom both in Baluchistan and the NWFP, and this is likely to continue in the next few years. Our proposal on builders' teams is designed to strengthen the construction capacity of the refugees so that they can participate more effectively in a wide range of construction activities, both within and outside camps. The production of construction materials could fit in well with this scheme.

The infrastructural development schemes currently being planned by the Government in co-operation with the the World Bank, should

also generate demand for both construction materials and simple tools and implements such as shovels, wheelbarrows, etc. It is worth exploring whether at least, a small part of these requirements could not be met from refugee production. No doubt there are many other similar possibilities of linking production from small workshops in the camps to demand for goods arising from development projects.

An issue of particular importance is the appropriate form of the As indicated earlier. of production. current production is organised by individual craftsmen and small In order to ensure that production requirements are met in an efficient manner and to provide market security for such producers, it will be necessary for some agency to receive orders for goods needed to sub-contract production to the producers, both local and refugee, and to arrange for their collection and distribution. In case activities are selected which require a relatively high input of technological hardware it is considered that production can best be organised by creating central facilities which subcontract those production activities which are relatively simple and labour intensive.

Justification

It would be highly desirable to supplement the training programme with appropriate production arrangements so that significant proportion of the new trainees could find work The basic problem is to find opportunities in and around the camps. market outlets for the products that might be turned out by craftsmen and small-scale enterprises. Modern small-scale industries are still relatively scarce in both provinces. Unfortunately, however, the mission did not have adequate time to identify the items that might them and the most appropriate produced by Nevertheless, the mission did get an over-all view of arrangements. craftsmanship, skills and interests, and there appear to be some items for which a substantial market might be created for production by refugees.

Objectives

The long-term objective of the project is to alleviate under and unemployment among refugees and the local population, and to strengthen industrial development in the refugee-affected areas. The immediate objective of the present proposal is to develop a sound basis for the planning and implementation of a programme for the development of a limited number of small-scale industries in and around Afghan refugee camps in Baluchistan and the NWFP.

Activities

The SIDBs in the NWFP and Baluchistan have done a certain amount of background work in identifying small-scale industries which could be established. In the short time available to the mission, it did not prove possible to prepare project proposals for establishment of small-scale enterprises. We, therefore, propose that two missions be undertaken to cover all aspects relating to the identification and establishment of small industrial units to be operated by refugees and local entrepreneurs in and around the refugee camps.

Norwithstanding time pressures resulting from the temporary nature of the Afghan refugee problem, two missions are proposed. This is because, without delimitation of the broad field of potential activities, no mission can be mounted which could undertake effectively an in-depth feasibility study with respect to specific industries.

Drawing on existing information the first mission would:

 (i) identify goods which can be produced on the basis of information on the demand side (development assistance programmes, import substitution, shortages in the local market), and on the supply side (availability of existing and potential inputs, climatic conditions for production,
etc.);

- (ii) identify appropriate organisational arrangements based on study of the socio-cultural infrastructure (e.g. settlement patterns), physical infrastructure (e.g. industrial location patterns) and organistional infrastructure (e.g. potential support structures already present);
- (iii) do the preliminary costing;
 - (iv) advise on the composition and duration of the second mission.

On the basis of the outcome of the first mission, and drawing on other existing information, the second mission should:

- (i) recommend the appropriate form of technology, equipment and tools for different industries;
- (ii) determine technical, vocational, financial and managerial skill requirements for the operation of enterprises;
- (iii) suggest arrangements for financing such enterprises;
 - (iv) make recommendations on purchase of inputs and marketing and distribution of the goods produced;
 - (v) do the final costing.

Budget

The first mission, which will be of six weeks' duration and comprise three consultants/experts, would require an expenditure of US\$60,000 inclusive of salaries, travel, per diem, reporting costs and administration. Since the duration and composition of the

second mission will depend on the outcome of the first mission, the budget cannot be specified in advance. However, a provisional budget equivalent to that of the first mission is suggested.

Implementation

The mission will be co-ordinated by the ILO and will include participation of at least one ILO staff member. The UNHCR will provide field support for the mission. It is expected that the SIDB (Government of Pakistan) would ultimately be the focal agency for implementation of proposed projects. The mission would be expected to take into consideration possible organisational linkages to the other projects proposed by this mission, in particular the training, builders' teams, domestic energy and handicrafts proposals. It would also investigate potential linkages to proposed World Bank schemes and other development schemes in the two provinces.

Assumptions

The development of small-scale industries must be based on careful and pragmatic planning. The financial requirements for such projects, even if proposed on a loan basis, are not insignificant. In addition, the policy of the host country with regard to refugee assistance imposes certain restrictions on project formulation and implementation, e.g., the requirement that the new industries should not compete with existing industries. Consequently, the proposed schemes would have to be geared either to new industrial activities for the area or to upgrading existing activities in such a way as not to affect adversely the existing enterprises. Second, given the presumably temporary and short-term nature of the refugee settlements, the proposed schemes should have short gestation period and should not require any permanent infrastructural support.

ANNEX 1

Conversations with Refugees

A. Conversation with Nomadic Women

in Bakka Khel Camp in NWFP

Whilst we were talking to the women of one of the households, this woman of around 55/60 years insisted on shaking our hands and talking to us. In the interview we had with her, she said she had one son and three daughters living, the other ten children had died in infancy. The conversation developed more or less as follows:

We: What is your name?

She: My real name is Bibi Natha (jewellery worn in the nose), but they call me Shakar (sugar).

We: Are you married? do you have any children?

She: Yes, I was married very young - 13-14 years of age. I have had in all 14 children, of which only four lived to adulthood: one boy and three girls.

We: Are you the only wife of your husband?

She: Yes, unfortunately. He is too poor and now too old to take a second wife.

We: But, would you like your husband to take a second wife?
Would it not make you unhappy for him to marry again?

She: Of course not. I would be very pleased, especially if the new wife gave birth to more sons; this would raise the prestige of the family.

We: But, what about your position in the family? Would you not lose status?

She: Certainly not. I would continue to occupy my position as the chief and first wife; the second wife would be under my control. She would have to obey me and do what I tell her to do. It would increase my prestige in the tribe to have a younger woman who would be entirely under orders from me.

(At this point the interviewer put in a word of caution. She said she had personally known of cases where the young wife, if she is clever, manages to take control of family resources through her influence over her old husband, who falls a victim to her charms.)

We: What about your daughters? are any of them married?

She: No, not yet, they are still not yet of age (i.e. not yet reached puberty).

We: Who will arrange their marriage?

She: I, of course, and the older women of my tribe. But, first I am looking for a wife for my son. He is already 18 years old. Unfortunately, I do not have the money to pay for the bride (bride price, "walvar"). I need Rs.5,000.

We: What will you do then? how will you solve this problem?

She: I am thinking of exchanging one of my daughters for a bride for my son (exchange or barter known as "badal").

We: In such an exchange, can you be sure your daughter gets a good husband? Will he be an old or young man?

She: It is the will of God, one can be sure of nothing. But, since I am getting a young girl for my young son, I hope, I will try my best to obtain, in exchange, a young man for my daughter. On the other hand, my daughter would not do too badly if she married a sick, old man who promised to look after the girl well and who could give her all the comforts in life. It is important to have security in life and if my daughter married a rich old man who was fond of her, and to whom she gave many sons, I would be very pleased.

(The interview ended with the woman proudly showing us her three good-looking daughters, who, although only 10-12 years old, had already started working alongside her in fetching water, cooking, cleaning the house, washing clothes and in their spare time making attractive embroidery out of coloured beads. We saw several fronts of women's dresses embroidered out of these beads.)

We asked the woman further questions about their dresses:

We. Who makes your clothes?

She: We make them ourselves. However, sometimes for good clothes we engage one of the women of our tribe who has a sewing machine. She charges Rs.15-20 per dress.

We: Can you use a sewing machine? If we started a centre with six to seven sewing machines would you use it?

She: Yes, I know how to stitch with a sewing machine. Please give me a machine.

We: Unfortunately, we cannot give sewing machines to each family separately. We can only place a few in a community centre where you, and other people like you, could use it when you have time. Would you be able to go to such a centre if it was set up?

She: I am not sure my husband would like it. He likes me to stay inside the compound so that I am always there when he comes in and wants something.

B. Conversation in Bakka Khel Camp, NWFP

Question: What kind of training would you like?

Answer: We would like our young men to receive training in driving and electrical skills.

- Q. Any other trades?
- A. Yes, carpentry and tailoring.
- Q. Since you are nomadic people, how would you like the training system to be organised?
- A. We would like to have a mobile training unit, so that it can move with us, as is the case with schools and dispensaries.
- Q. What kind of jobs would be available for the trainees?
- A. It is the responsibility of the Pakistani Government and the UNHCR to provide jobs.
- Q. Can't you create jobs for yourselves?
- A We have lost everything.
- Q. If material and workshops were available, would you be able to set up businesses?
- A. If appropriate conditions and materials were provided, we would be able to establish businesses and create jobs.

- Q. What kind of skills are already possessed by you?
- A. We have among us carpenters, tailors, typists, drivers, metalworkers.
- Q. Are you able to use these skills?
- A. Not much. Pakistan is a poor country and there are not many jobs available. We have to compete with local people who are given preference in jobs.
- Q. Do you produce handicrafts?
- A. Not us but some other tribes do; but we would be willing to produce handicrafts if there were a good market for it.
- Q. Would your master tailors and cobblers be able to give training to apprentices?
- A. Yes, we can do that. Our priorities in training are mechanical skills. Handicrafts and poultry are of lower priority.
- Q. Are some of you working as agricultural labourers or on building?
- A. No we are not.
- Q. If job opportunities were available, would you be willing to work?
- A. Yes we would.
- Q. Why don't you do kitchen gardens?
- A. The local people don't allow us.

5,000 to 12,000 persons. The average registered population of the villages in Baluchistan at 14,306 is nearly twice that in the NWFP, with many villages, particularly in the Pishin District, with a population in the region of 20,000.

In Baluchistan, the bulk of the refugee population is concentrated in the districts of Pishin, Chagai and Quetta, which between them account for over 85 per cent of the total. In the NWFP, the districts of greatest refugee concentration in order of importance are: Peshawar, Kurram, Mardan, Bajaur, N. Waziristan, Kohat and Abbottabad, accounting between them for slightly less than three-quarters of the refugee population.

A description of refugee settlement patterns would be incomplete without some reference to the interrelationship between physical features of the environment, the layout of the camps and their residential units, and the various aspects of the refugees' social organisation which are reflected in all of these. There were important differences between the two provinces as well as among the various tribal groups which to the extent possible find mention below.

One of the impressions one carries away is the remarkable way in which refugee settlements, even those with populations in excess of 100,000, blend in with the environment 80 as be almost indistinguishable as human settlements from a distance. Baluchistan, where they are located primarily in rather desolate, isolated and barren tracts of land, they are often nestled against hillsides and far from the road. In some areas this desolation in part has been caused by the refugees themselves. In their search for fuelwood and fodder, whole forest tracts have been devastated with trees and even grass being pulled out by the roots. approaches the camp, signs of human habitation and the interraction of refugees with their environment increases. Small groups of women can be seen on foot carrying sticks, brush and other sources of

- Q. What about poultry?
- A. All families keep poultry.
- Q. What assistance, if any, would you like in this field?
- A. We would like supply of chicks.
- Q. Would you like any training schemes for women?
- A. No, we would not.
- C. Conversation in Barare Camp No. 2, Mansehra, NWFP
- Q. What kinds of skills are possessed by members of your camp?
- A. We have amidst us carpenters, tailors, agriculturists, among others.
- Q. What do these people do?
- A. They work both within and outside of camps.
- Q. What kind of skill training programmes would you like?
- A. We would like to learn everything. We are especially interested in mechanical and electrician training.
- Q. What age groups would be available for training?
- A. Mostly young people.
- Q. Where would you like the training facilities to be located?

- A. Outside the camps. If located within the camps, all kinds of outsiders would come into the camp.
- Q. Would you insist on a stipend for trainees?
- A. We are prepared to send our youngsters for training without stipends.
- Q. Are you engaged in kitchen garden cultivation?
- A. We have kitchen gardens in the compounds. Some also cultivate outside on mountain slopes.
- Q. What kind of vegetables do you grow?
- A. Potatoes, tomatoes, lady-fingers.
- Q. Do you have surplus for sale?
- A. No, we grow for our own consumption. We do not have adequate land to grow surplus vegetables.
- Q. What animals do you keep?
- A. Sheep, cattle.
- Q. And poultry?
- A. Plenty of it.
- Q. How many chickens are kept?
- A. The numbers in some cases vary from 20 to 30.
- Q. How are the chickens fed?

- A. We buy feed from the markets.
- Q. Do you know about or are interested in beekeeping, silkworms?
- A. We are not familiar with silkworms, but know a lot about beekeeping and would be interested in it.
- Q. What other trades do you practise?
- A. We have amongst us experts in making woollen socks, sweaters, scarves, gloves and woollen carpets.
- Q. Do some of your members work as labourers on construction projects and on farms?
- A. Yes, both.
- Q. Do you go out to work as individuals or in groups?
- A. We generally work in a group.
- Q. Do you work on a daily wage or on a sub-contract basis?
- A. We would prefer to work on a sub-contract basis because in this way we can finish the work quickly. The daily wage is only between Rs.20 to Rs.30.
- Q. Would you plant trees in the compounds?
- A. We are already planting trees in our compounds.
- Q. Would you like to start any training schemes for women?
- A. No, we would not want that.

- Q. Where would you practise your trade?
- A. There is no bazaar in the camp. We use the town bazaar because it is very near.
- Q. Would you stay here in the summer?
- A. Yes, we don't want to move. Our camp is well located. It is near a town.
- Q. Where are your livestock?
- A. We had to sell them off. We just keep a few herds because we are not allowed to graze our animals on mountains.
- Q. Do you have any questions for us?
- A. We are grateful to the Government of Pakistan for their hospitality and assistance. We would like one place where we could bury our dead. We have also problems of supply of drinking water. When we pitch our tents, we have to pay a rent of Rs.100 per month per kanal (three tents) to local landlords. We are often cold, so need some kerosene oil for heating. Our tents only last one year. If we could be given construction material, we could build katcha houses.
- D. Katwai Camp, Baluchistan
- Q. What skills would you like training in?
- A. We have a few young men who have been to high schools and who would like to get higher training. Our priority areas in training are auto, transistor, cassette repairs. We are also interested in carpentry, blacksmithing and shoemaking.

- Q. What about training for girls?
- A. We have some young girls for whom we would like schools with religious education and also training in such fields as nursing, midwifery, etc., provided the teachers are females. We have no problem with women learning other skills, no matter what. Women extension officers, whether Afghan or foreign, would be welcome in our camps.
- Q. If you train people, is there not a danger that they would leave the camps and go elsewhere in search of jobs?
- A. It is likely they will, but we can replace them with new trainees. Also they would send money to relatives in the camps.
- Q. Do you have people who go out to work?
- A. About 100 persons go out to work in construction projects, for example, building katcha houses. They get Rs.40-45 per day. Generally they go out and work in small groups on a contract basis. They also negotiate together a rate for a given job.
- Q. Do you have jam leaders in your camp?
- A. We have a jam leader who is extremely popular. It is important that a jam leader should have leadership qualities. Membership of jam is not coterminous with tribes. They can come from anywhere. There are 18 jam leaders in the camp. Their membership varies anything from 20 to 500 families.
- Q. What are the main functions of jam leaders?
- A. They arrange for distribution of rations and maintain law and order.

- Q. Can jams serve as a basis for organising economic activities?
- A. Yes, it is possible. We are already distributing rations through the jam system. But so far the jams have not organised any cash purchases for members. This is for two reasons, firstly because jams are recently established and secondly because we don't have much cash. If we had money, we could use jams as a basis for joint purchase and sale of things.
- Q. Can a woman extension officer deal with both men and women?
- A. Yes, it is possible.
- Q. Where would you like your training facilities to be located?
- A. We would like them to be in the camp itself. If that is not possible, then in a nearby town such as Loralai, but in that case there must be boarding and lodging facilities.
- Q. If they train people, can the latter pass skills on to others?
- A. Knowledge has to be passed on. It must be imparted to the young people.
- Q. Do women carry wood and water?
- A. Women fetch water from nearby. There is no scrub here; hence no need to carry wood. To the extent there is the possibility, it is the men who do this. They buy wood at the rate of Rs.22-27 per mound (approx. 40 kgs.).
- Q. Do you have kitchen gardens?
- A. No because we are newly established. At the moment our main

source of water is wells. We intend to start kitchen gardens but need water pumps.

- Q. What other activities do you undertake and would like to start? Poultry? Beekeeping? Rabbits?
- A. One of our colleagues kept poultry on a commercial basis in Afghanistan. He had at least 200 birds. We would like to keep poultry as there is a market for chicken and eggs in and around the camps. Our problem is lack of chicken feed. We can also keep ducks, but there are no ponds. But quails are beneath our dignity. We don't like to keep rabbits for two reasons: first, their meat is not good and secondly, they make holes in the ground. We would like to keep horses and camels.
- E. No 10 Camp in Haripur, NWFP

 (Discussions with a Turkoman group),
- Q. Apart from kitchen gardening and weaving, are any other activities undertaken by you?
- A. Yes, some work as carpenters, masons, but only a few.
- Q. If more jobs were available, would you be willing to work and at what wages?
- A. Yes, we would be willing to work. We expect wages of Rs.15 to Rs.25 per day.
- Q. What businesses would you be interested in setting up?
- A. We would like to set up a brick kiln. There is great demand for bricks here. People can be employed there and profits can be used for the benefit of the camp. The kiln can be supervised by someone and owned by us jointly. We have all the necessary skills to operate it.

- Q. How much would it cost to set it up?
- A. More than Rs.100,000.
- Q. How may people could be employed?
- A. At least 100.
- Q. Any other activities that you would like to start?
- A. We need water pumps, electricity and tractors for our kitchen gardens.
- Q. Would you be interested in organising builders' teams and learning construction skills?
- A. Yes. We are able to go out and undertake work outside.
- Q. What age groups would be available for training?
- A. All age groups.
- Q. Do you sell agricultural products?
- A. Yes, we sell vegetables from our gardens.
- Q. What is holding back agricultural production?
- A. Water pumps to regulate water and irrigate land.
- Q. Can you cultivate outside the compound?
- A. No, we are not allowed to.

- Q. Are you interested in any training scheme for women?
- A. We are not happy for our women to work except for carpet weaving.
- Q. What about training in basic health, child care?
- A. Our women work only within their compounds. We would not like them to go outside.
- F. Surkhab, Baluchistan
- Q. What kind of skill training woul you like?
- A. Our priorities are auto-repairs, welding, carpentry, construction of doors, windows, etc. We don't want to do pottery and leather work.
- Q. What age groups would be available for training?
- A. Those between the ages of 12 and 18.
- Q. If you get these skills, how would you put them to use?
- A. We will look for job opportunities wherever they might be.
- Q. What kinds of skills do you already have?
- We have five to six car mechanics; 200 tailors; three watch Α. repairers; 40-50 shoemakers: blacksmiths; two 50-60 shopkeepers; "hakims" ten barbers; three (traditional doctors); 10-12 gold and silversmiths. We also have 50-60 vehicles, including buses, lorries and tractors.
- Q. Do your people also go out and work?

- A. Yes. Quite a lot of persons go out and work in the neighbouring communities on farms, orchards, and as bricklayers. In agriculture, the work is seasonal. Wages are about Rs.15-20 per day. Some of the other skilled persons may go to Pishin and work on contract but they return to the camp.
- Q. Where did you learn some of these skills, especially the mechanical ones?
- A. Necessity is the mother of invention.

G. Interview with a Lady Doctor in Pir Alizai Camp

We spent quite some time with the doctor whom we found to be very concerned with and responsive to the problems of women refugees. The conversation went as follows:

- Q. What are the major health problems found amongst women in the camp?
- A. Malnutrition, TB, diarrhoea, gynaecological problems, malaria.
- Q. Do women come to the clinic only when they need medical treatment?
- A. The majority, yes. However, perhaps a few also come because the clinic provides a meeting place where women can share amongst themselves their many preoccupations of daily existence under camp conditions. Such a place of meeting is badly needed for women, many of whom are isolated behind their mud compounds.
- Q. Do you also do deliveries?
- A. Not often. Midwives exist among refugees and the women prefer to turn to them, rather than to the clinic which in any case is open only up to 2 p.m. Among Afghan women in rural areas,

domestic fuel on their heads. Children are out scrounging for grass and twigs for the hearth. Large herds of sheep and goats in search of fodder are herded across the road. Women and girls carry water from nearby streams, or are busy washing utensils or clothes at the same water source. Groups of refugee men, some with tools and bedrolls, wait for the local bus at unmarked bus stands.

If the camp is large and located near or along a well travelled road, the entry point is likely to be an extremely busy and diversified bazaar. Here the refugee men ply their whole range of skills, which are many and quite considerable. In the NWFP many large camps are located near towns, and in many such cases the refugee bazaar merges almost imperceptibly into that of the local town. Even in more isolated refugee settlements there is inevitably an area within the camp which has informally sprung up to meet the trade and service requirements of the refugee population.

In contrast to the barren and almost moonscape-like ecology of Baluchistan, the NWFP gives the impression of being more fertile, having suffered less from deforestation, having more perennial sources of water, and, if roads are any indication, having enjoyed more developmental resources. There are also more temporary tented refugee camps, as large segments of the population are semi-nomadic and move to higher altitudes during the scorching summer months, returning for winter when snow covers the mountains. Both provinces are subject to these extremes in climate which affect refugee camp life and the use of dwelling space in important ways.

Within the refugee settlements, which are, of course, primarily a conglomeration of various types of dwelling units, it is important to note that the underlying patterns of social organisation are reflected in patterns of spacial use. The most prominent structures, although continuing to be of <u>katcha</u> mud-brick construction, are always the mosques. And the number and locations of the mosques

normal child delivery is at home, with older women and female relatives in attendance.

- Q. Are there any special problems facing women in home deliveries?
- A. Yes. There is a belief that the natal cord should be cut with the dirtiest and oldest knife available. This causes serious gynaecological problems and infertility. Intensive training of traditional midwives is absolutely essential.
- Q. Do women and children suffer from malnutrition?
- A. Yes. We have decided, but not yet started, to distribute "Chana" (roasted beans) amongst children suffering from malnutrition. Schemes for poultry, vegetable gardens and increased milk supply (animal husbandry) need to be started in refugee camps to increase food supplies. Refugee women also need to be educated in public health care and nutrition.
- Q. Are there any Afghan girls willing to work as extension workers in the camps?
- A. Yes. There are a few educated Afghan girls, not necessarily living in the camps, willing to work with refugees. In addition there are Pakistani girls, well educated, who speak the language, who are eager to take well paid jobs and even reside in the camps; Some of them are already working as lady health visitors.

ANNEX II

Itinerary

The mission, in consultation with the UNHCR, established certain criteria for the selection of Afghan refugee villages it visited. The first was that the village should be as representative as possible. Given the large geographic area over which the villages are spread, the very large number of villages, and the often very difficult terrain that had to be traversed to reach a village, this was by no means an easy task. Because of the greater concentration of refugees in the NWFP, it was decided to spend somewhat more time there. Hence we spent one week visiting camps in Baluchistan and 12 days in the NWFP. Distances involved meant that we often spent several hours manipulating difficult roads and tracks in order to reach out of the way village locations. In Baluchistan the mission ultimately had to forego its plan to visit villages in Chagai district due to limitations of time.

There were several considerations in determining what was "representative". In addition to different sizes and relative length of time since being established, we also wished to interact with refugees of different tribal groups and places of origin. Important distinctions emerged between Pathan and non-Pathan groups, and between refugees with nomadic and settled agricultural backgrounds.

Given the central purpose of our mission, there were certain other criteria as well that we deemed important for planning purposes: skills, resources available, existence of on-going projects, existence of motivation and local leadership.

Our approach and method of work to some extent affected the number of villages we could visit. It was decided from the onset that we were not just going to "see" camps, but would spend as much

time as possible in each camp talking to tribal leaders, to refugees and workers, to knowledgeable officials/administrators and to extension workers associated with service delivery. Given the range of information we needed to acquire in order to develop a balanced package of proposals, members of the mission frequently split up within a village according to specialisation. At least two hours were spent in each village, In all we visited six refugee areas in frequently much longer. Baluchistan and eight in NWFP. In the larger camp areas, usually more than one refugee village would be visited.

Time also had to be set aside for interaction with officials, voluntary agencies and relevant institutions in district and provincial headquarters in order to explore potential linkages as well as to identify existing sources of information. Team discussions to identify gaps and time to do preliminary drafting were scheduled periodically. Substantial parts of the report were drafted during the course of the mission. This provided an opportunity for us to discuss the final outcome as it evolved, not only with relevant officials but with refugees and their representatives as well.

A few of the major characteristics of each of the areas visited are described below:

Baluchistan

1. Surkhab (Pishin District)

1980, there are now 13 refugee villages Established in collectively referred to as Surkhab, with a combined population of 126,570. It seven miles from Pishin, the is There was previously a large forest (tamarisk and headquarters. poplar) and game reserve (partridges) nearby, but it is now totally denuded. It has four carpet training centres, three of which are operational. Several hundred women are engaged in Kandahari embroidery work which is being marketed for them by a volunteer. A small perennial river flows through the valley, with refugee villages located on both sides. Kitchen gardens grow along the river which is also used for drinking water and washing clothes and utensils. Many refugees work as agricultural labourers in nearby orchards, vineyards and fields. There is a large and varied bazaar in the central area. At least 18 different tribes and major sub-tribes are represented.

2. Malgagai (Zhob District)

Also established in 1980, there are four refugee villages with a combined population of 42,060. The nearest town, Muslimbagh, is 15 miles away. Nestled against a barren hillside, the land is stoney piedmont with no vegetation. Springs provide drinking water. The major tribes are Shamalzai, Toklei, Suleiman Khel, Vardag and Zadran.

3. Gazgai Manara (Loralai District)

This camp was established in 1981 and now has a population of 9,500. It is 16 miles from Loralai, the district headquarters. It has a carpet training centre which is not yet operational. Refugees work in construction and as farm labourers in orchards in surrounding areas. Tribes represented include the Kharoti, Zadran, Suleiman Khel and Dotani.

4. Katwai (Loralai District)

A new village, Katwai was established in 1982 and has a population of only 5,820. Refugees work in construction and as agricultural labourers in orchards. Tribes include the Zadran, Michin Khel, Suleiman Khel and Dotani.

5. Pir Alizai (Pishin District)

Established in 1980, the population is estimated at 101,750 spread over five villages. A tamarisk forest previously nearby has been totally devastated, resulting in saline conditions. There are two carpet training centres, one of which is operational, and a large bazaar. Tubewells provide water for drinking and domestic use. Tribal composition includes the Popalzai, Barakei, Achakzai, Kakar, Sayed, Tarin, Slykozai, Badruzai, Badizai and Alizai.

6. Killa Abdullah (Pishin District)

This camp has a very scattered settlement pattern and a population estimated at 17,790. There is a skill training centre for boys which became operational this year.

North West Frontier Province

1. Gamkol (Kohat District)

A major refugee settlement established three years ago. It is near an important commercial centre (Kohat) with both manpower and market facilities. It has bazaars in winter, but 50 per cent of the refugees move in summer.

Kurrum Garhi, Bakka Khel and Mohammad Khel (Bannu District)

Temporary encampments of Afghan refugees are located in these camps in winter (November-April). All refugees live in tents; there are only a small number of katcha constructions including mosques, shops, and women's washing places. It is near an important commercial centre (Bannu) and on one of the main links with Afghanistan, hence trade is quite active.

3. Barakai and Baghicha (Mardan District)

These are settled camps with a fairly stable population. The majority of refugees live in katcha constructions. There are big bazaars within the camps, including even taxi stations. Kitchen gardening and poultry raising are common in Barakai. Refugees occupy in general one kanal (i.e. half an acre) per family. Despite saline soil, many refugees have planted trees in their compounds that are going well in Baghicha.

4. Haripur (Abbottabad District)

A newer camp area with a fairly stable population. Katcha houses, shops, kitchen gardening are all common. There are many minority groups including Turkomans, Uzbeks and Tajiks who are quite industrious in their traditional trade, i.e. carpets.

5. Barare (Mansehra District)

A newly established camp which is near a major commercial centre: Mansehra. It has a stable population due to excellent climatic conditions. Refugees find employment in the agri-based sector: tobacco, wheat and winter vegetables.



ANNEX III

LIST OF PERSONS CONTACTED

Islamabad

Mr. Ian Chambers, Director ILO Office, Islamabad

Mr. Hassan Noor,

ILO

Ms. Sameena R. Hassan, ILO

Mr. Gerald Walzer, Chief, UNHCR Mission

Ms. Fiorella Cappelli, Deputy Chief UNHCR Mission

Mr. David Jamieson, Assistant Chief, UNHCR Mission

Mr. Didier Ley, UNHCR

Ms. Helga Jamil Ahmed, Surkhab Camp (Baluchistan) Women's Project

Mr. Yves Claret, Director, World Food Programme (WFP)

Mr. S.M Niazi, Secretary, SAFRON

Col. A.M. Babar, Joint Secretary, SAFRON

Ms. Nigar Ahmed
Islamabad University

Mr. Tariq Siddiqi, MOB

Ms. Samina Rahman, Systems Ltd., Consultant (Lahore)

Ms. Susan Mallek, Marketing Consultant

Mr. Jeffrey Mallick,
USAID (Energy)

Mr. Sadiq Malik, Rural Foundation Institute

Mr. Hans Schellenberg, Swiss Embassy

Mr. Werner Whendt, Second Secretary, German Embassy

Mr. W.A. van den Andel, Industrial Planning Adviser, UNIDO

Mr. Imtiaz Ahmed Chaudhri, Joint Secretary, Ministry of Industries

Mr. G. Popkowski, First Secretary, Dutch Embassy Mr. Ramon Hermano, Resident Representative UNICEF

NWFP

Mr. Heikki Keto, Chief of Sub-Office, UNHCR

Mr. Alain Coat, Deputy Chief, Sub-Office, UNHCR

Mr. Marcel Ackermann, Programme Officer, UNHCR

Ms. Mamoona Taskinud Din, Programme Officer, UNHCR

Ms. Shahnaz Parveen, Programme Assistant, UNHCR

Mr. Mervyn Powell, Programme Officer, UNHCR

Mr. Clem Millgate, Programme Officer, UNHCR

Ms. Inger W. Boesen, Danish Refugee Council

Ms. Mandana Kerschbaumer, Austrian Relief Committee

Ms. Maryluce Sartori, Mr. Amjad Arbab, reflect their symbolic value as a unifying force for the individual sub-groups within the camps, with frequently a mosque for each. The bazaar is normally at a central and easily accessible location, and all social groups mix in this socially neutral setting. "Outside" institutions - assistance distribution centres, training centres, schools and dispensaries - are usually intentionally located outside the residential sub-grouping in order to best serve all groups of the population. The madrassahs, or traditional Islamic schools, are more likely to be located within the residential sub-grouping they serve.

Except for these "public" areas, refugee life for the most part is played out behind the high mud walls of the household compound. These walls are symbolic of the need felt for security as well as female seclusion practiced by literally all of the refugee groups. An "outsider", if a man, is unlikely to be offered an opportunity to look behind these walls unless arrangements have been made to hide the women of the compound from his view.

The compound ranges in size as well as in the number of individuals and families who make it their home. Most are fairly spacious. There are usually two, and sometimes even four rooms along one wall or straddling two walls. The rest is open space which is used for a variety of purposes. Often there is a small katcha house for poultry. One or two sheep may be tethered to a pole. are cattle in the area, cow dung cakes may be drying on the inside of the compound wall. If water is easily available there may be a small kitchen garden of vegetables and spices. In some village compounds in the NWFP there is often a shallow well for family use. Among some groups cooking arrangements are made within a katcha room or under a Just as often, the tandoor (earthen oven) and open mud stove are built outside. A raised platform may accommodate goatskin bags full of water for domestic needs and a few cooking utsensils. is also set aside for storage of domestic fuel, usually of more than one kind.

Mr. Nagshuddin Mohmand, UNHCR/ARC Sanitation Project

Mr. Syed Jasim Shah, Mr. Iqbal Shah, District Council, Mansara

Mr. Sahibzada Riaz Noor, District Deputy Commissioner, Mansara

Dr. Rahim Pushtoo-yar, Vice-President, Afghan Doctors' Society Outside Afghanistan

Dr. Gul Ghotai, Afghan Women's Association

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Mr. Mohammad Ibrahim,
Planning and Development Board, Peshawar

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Mr. Halim Shah, Principal, Peshawar Technical Training Centre Mr. O. Marienfeld, Pak-German TTP

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Mr. Aziz Ahmed Malik, Assistant Director, Carpets' Development
Mr. S.M. Jafar, Sales and Purchase Officer,
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Mr. Suhbat Khan Panizan, Director, Labour and Manpower Department

Mr. Afha Syed Said Mohd, President, Chamber of Commerce and Industries

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Mr. Khalid Mahmood, Administration Officer, Mughal Pakistan Ltd.

Mr. Mohd. Usman, Executive Engineer, University of Baluchistan

Secretary of Education

Director of Manpower

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Mr. Werner Brencher, Project Manager, Pak-German TTP

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List of Acronyms

ARV Afghan Refugee Village CTA Chief Technical Adviser FAO Food and Agricultural Organisation ILO International Labour Office NWFP North West Frontier Province SAFRON States and Frontier Regions Division SIDB Small Industries Development Board STA Senior Technical Adviser United Nations High Commissioner for Refugees UNHCR UNICEF United Nations Children's Fund

WHO World Health Organisation

WFP World Food Programme

Rs. Rupees (US\$1.00 is equivalent to approximately Rs.12.80).

Tradition and dynamical among Afghan refuge

At the request of the UN High Commissioner for Refugees, and in consultation with the Government of Pakistan, an ILO mission visited Pakistan in November 1982 to examine the scope and potential for income-generating activities for Afghan refugees. The mission was funded by the Government of the Netherlands, the UNHCR and the ILO. The present report is the outcome of the mission's visit to Baluchistan Province and to North-West Frontier Province and of its discussions and interactions with the Pakistan Government authorities, with the refugees themselves and with the



relief agencies. It provides a broad analysis of the social and economic background of the refugees as well as a profile of the current employment and economic patterns and interactions with the host country.

Ten income-generating and basic-needs projects are proposed, ranging from training in basic skills,

construction and small-scale industries to small agricultural projects including kitchen gardens, poultry and silk production and initiatives to meet the domestic energy and environmental crisis.

All these proposals aim at increasing the refugees' self-reliance and depend on their full participation in the organisation and implementation of the activities. Some address themselves to basic individual and community needs such as water, shelter, domestic energy and nutrition. Others build on the economic initiatives taken by the refugees and on their existing skills.

The benefits of these projects should also spread to the resident population, either by involving it directly or by addressing problems faced by both communities.

ISBN 92-2-103517-4 Price 20 Swiss francs Inside the <u>katcha</u> rooms one finds floor coverings of various types and a few cushions to lean against. The walls are partially covered with elaborately embroidered cloth hangings, and the door curtain is similarly embroidered, displaying the handicraft skill of the women. There are few furnishings except the inevitable cradle, usually suspended from a rafter, and a couple of boxes used to store refugee belongings. Often one sees a small kerosene lamp or stove and a few utensils tucked aside in a corner. There are no windows so it is relatively dark inside.

Among the more mobile nomadic groups and poorer refugees, and in more recently established villages, there may be only tents rather than more permanent <u>katcha</u> rooms behind the compound walls. One woman, a widow, said that she would like to have a <u>katcha</u> room, but could not afford to buy the wooden rafters necessary to build one. Among carpet-producing tribal groups, the horizontal loom may take up at least half of the space in the tent, and cooking and other domestic functions are more likely to be carried out outside the tent.

(b) Social and Cultural Features

It is important, in the design and implementation of projects, to take into account the social and cultural features of the refugee population. On the one hand, the Afghan refugees represent a highly heterogeneous population of diverse tribes, and within tribes, sub-tribes and clan divisions. On the other hand, there is a strong tradition of leadership by achievement so that internal as well as external tribal alliances are somewhat fluid rather than hereditary or determined strictly by descent. Furthermore, many of the ethnic groups represented among the Afghan refugees have long been represented among the local Pakistani population, the Baluchis and Pathans in particular. Many nomadic and semi-nomadic tribal groups have had a long tradition of seasonal migration to parts of Pakistan

even before they were absorbed in the refugee population. long-standing ties and relationships, if properly understood, could facilitate planning that will bring benefits to the local as well as refugee population. However, to treat the refugee population as a homogeneous social group could have disastrous consequences for implementation. Some of the major social and cultural characteristics of the refugee population are therefore described in this section along with the distinctive differences of particular sub-groups which have been taken into consideration preparation of the proposals included in this report. Analysis will focus first on the family organisation, then on the tribe and lastly the impact of Islam on attitudes, traditions organisation.

Family Organisation

A few generalisations can be made with regard to family structure which appear to apply fairly universally to the various tribes included in the Afghan refugee population. First is the emphasis on patrilineal descent from named ancestors, patrilocal residence with a fairly high incidence of extended or joint family living arrangements, and patriarchal ordering of power, authority and decision-making within the family. Several authors have pointed to the segmentary system of kinship relationships, though this is a matter of some debate in the anthropological literature (with special reference to the Pathans, who are numerically and politically the dominant group among the various tribes represented). shifting alliances are common, and are not necessarily determined on the basis of descent as would be the case in a classic segmentary Achievement is more important than ascription distribution of power and authority among the Pathans, and most likely among non-Pathan tribal groups as well.

This system finds expression within the family as well as in the wider social and political organisation of tribal life. Predominant themes of conflict and disunity, however, are strongly tempered by themes of reconciliation and co-operation, leading to an often ambiguous context. Also cutting across ethnic boundaries is the practice of female seclusion, belief in the defence of the honour of women, and a well-developed division of labour within the family on the basis of age and sex. The emphasis on manhood and association with strength is pervasive and we were told in one camp that even old men were expected to remain out of sight along with the women and children. It should also be noted, however, that the degree of seclusion expected to be observed by women varied considerably in the camps visited, as did the tasks performed and division of labour. Women inevitably assumed responsibility for childcare, cooking, fetching water, cleaning, collecting fuel for domestic energy needs and building and maintaining traditional stoves/ovens and family level grain storage bins. Men responsibility for relationships and tasks outside the family compound including purchase and sale of subsistence items from the market (i.e. monetary transactions), agricultural production, house construction, wage labour and maintaining social and political relationships outside the immediate family (including attendance at educational and religious institutions). Where "contact with outsiders" is concerned. there universal are constraints participation of women, and to a somewhat lesser extent prepubescent Puberty defines adulthood for women, and early marriage is girls. common.

The above generalisations must be tempered by the great range of variations observed in the camps as well as in the literature on the ethnic groups included among the Afghan refugees. Some variations appear to be the result of specific circumstances of camp life. For example, some groups have clung to the prerogative that women are responsible for fetching fuel, although due to rapid depletion of

CHAPTER ONE

Over-all Approach and Context

(a) General Introduction

The main purpose of the mission was to prepare proposals for income-generating activities and associated training requirements for Afghan refugees in Pakistan. In carrying out its work, the mission was asked to bear in mind the need to ensure participation of the refugees in the proposed activities, to devise small-scale projects which could be implemented quickly and which would benefit particularly the disadvantaged and vulnerable groups, including women and children.

In this section we describe the over-all approach adopted by the mission in its work and the broad considerations which have influenced the content of the proposed programme of action. felt imperative that the activities proposed by the mission should, to the maximum extent possible, reflect the needs and priorities as perceived by the refugees themselves and be in harmony with their social systems and beliefs. At the same time, the mission had to bear in mind constantly the special considerations arising out of their status as refugees. These concern not only the refugees themselves, but also the other parties involved such as Government and people of Pakistan and the international community. Furthermore, the content of the programme of action has per force, been influenced by the constraints imposed by the ecological and economic factors in areas of refugee settlement. Finally, the short time available for the work of the mission - about five weeks in all - imposed its own limits on our investigations and the scope and details of the programme of action. It may be useful to elaborate somewhat on each of these points.

energy resources the search for fuelwood may take eight hours every domestic energy second day. As sources become increasingly commercialised, however, men become responsible for purchase of domestic fuel, while women may be required to supplement these sources by fetching dried corn stalks from nearby fields and children are sent out to pull up grass and find any other combustible material. Those who have settled in tented villages find it impossible to maintain traditional standards of modesty and seclusion behind village compound walls. Modern health facilities in ARVs also apparently provide a new setting for informal public gathering of women and children; doctors claim that around 30 per cent of the women come for social reasons (to meet other women) as they find no clinical explanation for the symptoms they describe "weakness" and "fever". Perhaps subconsciously women are creating their own informal support groups to help deal with stresses inherent in their lives and possibly exacerbated by their refugee situation. Their attendance at modern health centres has become acceptable (few villages of origin had them) whereas attendance at other public institutions (educational, religious, political) is still highly constrained.

Other variations may be based on more traditional factors, including tribal occupational specialisation, propensity to migrate, age, marital status and poverty. For example, we observed that use of the veil was less, and outside mobility more, among certain non-Pashtu speaking tribes such as Moghuls, Turkomans and Uzbeks. In these tribes also, women are the major producers of carpets, although construction of looms, purchase of materials and trade and sale of carpets are the strict domain of men. Women and men of other tribes speak disparagingly of those involved in weaving, and of kuchi (nomadic) women in such groups. Among some nomadic groups, women are themselves known to engage in cloth trade as itinerant traders who occasionally do sidewalk vending in the bazaars and also go from house to house, thus providing secluded women with a small opening to

the commercial world of trade. It is not impossible that these traditional women's trading networks could be built on in a programme which seeks to increase women's access to earnings derived from their labour and their control over income (though this would not be an easy task).

An important distinguishing feature relates to The division of labour in the family and the degree of seclusion it is possible to maintain obviously differs among settled, semi-nomadic and nomadic communities. Old women, widows and the very poor are not governed by the same norms as other women among most groups. These women frequently have to earn for their own and their family's survival, and this appears to be accepted by the tribal communities. The most acceptable activity for such women appears to be tailoring for other women. This is a symbiotic outcome in a way of the restrictions on women's movement to the bazaar, or their dealing with male tailors. Whereas many women found the idea degrading of selling their traditional embroidery work (which is elaborate and requires a high level of skill, but which is now limited primarily to production for home consumption), the idea of tailoring for other women arouses no such emotions, especially if a modern (hand) sewing machine is used. It was not unusual for widows and very poor women in the camps to be engaged in tailoring activities, their direct contact being only with women clients (though they also stitched men's and children's clothes). families we visited which observed a strict degree of seclusion, it was admitted that the grandmother could move outside the compound if the need arose.

These details of the role of women in the family have been dwelt upon as they have important implications for planning and implementation of projects which seek to benefit or involve women as well as men. Such an objective poses extremely difficult challenges under present circumstances, but is by no means unobtainable.

Tribal Relations

The pattern of relationships between and within tribes has been referred to briefly in the introduction to this section. As suggested to some extent above, they are influenced by marital alliances, political interests, migratory patterns, socio-economic relationships, cultural and linguistic affiliations and, as will be explored further in the next section, by religious sectarianism as well.

It is important for the outsider to recognise that customary law and tradition are almost as important today as they were 100 years ago (and more), and that large tracts of the areas where refugees have settled are still under the jurisdiction of the Tribal Agencies of Pakistan which exercised only limited influence and control over these areas even before the influx of refugees began.

Broadly speaking the major tribal groupings follow linguistic affiliations, with an estimated 80 per cent or more speaking Pashtu (Pathan is used locally almost synonomously with Pashtoon, or those who speak Pashtu). The next largest grouping are Farsi speaking and originally considered to be of Persian origin, while a number of tribes, such as the Uzbeks and Turkomans, speak various dialects of Central Asian languages.

Cutting across these divisions is another classification, the <u>Powindah</u> (nomadic shepherds, traders and labourers), which is a word variously said to be a derivative of Pashtu or Persian².

Akbar S. Ahmad, Millennium and Charisma among Pathans: A Critical Essay in Social Anthropology, Routledge and Kegan Paul, London, 1976.

² Captain J.A. Robinson, Notes on Nomad Tribes of Eastern Afghanistan, Nisa Traders, Quetta (Pakistan), 1978. (First published in 1934.)

Predominant among the <u>Powindahs</u> are <u>Chilzai</u> tribes, but numerous <u>non-Chilzai</u> tribes are also represented, including the Zadrans, Tajiks, Dhoranis and Niazis among others. The <u>Powindahs</u> are predominantly of the Sunni sect of Islam.

Nomadic and semi-nomadic populations appear to be more common among refugees in the NWFP than in Baluchistan, though no statistics were available to confirm this impression. However, some statistics were available for NWFP (see Table I) which may well reflect the greater significance these seasonal migration patterns have on the organisation and delivery of assistance.

The ethnic diversity of the tribal refugee population being further cross-cut by occupational differentiation, seasonal migration patterns and religious sectarianism, results in highly heterogeneous patterns of social organisation within camps.



TABLE I

Seasonal Migration Patterns of Refugees in NWFP Camps

Summer Movements

	Original Camp	Destination	Percentage	Period
1.	Dera Ismail Khan	South Waziristan, Baluchistan	100	March-Oct.
2.	Bannu/Lakki	North Waziristan	100	April-Oct.
3.	North Waziristan (lower areas)	North Waziristan (higher areas)	70	April-Oct.
4.	Kohat (South)	North Waziristan	100	April-Oct.
	Kohat (Center) Kohat (Thall)	Hangu, Swat, Dir Hangu, North	60	April-Oct.
		Waziristan	70	April-Oct.
5.	Peshawar	Swat, Dir, Abbot- tabad, Azad Kashmir	50	April-Oct.
6.	Mardan	Swat, Dir, Abot- tabad, Azad Kashmir	40	April-Oct.
7.	Malakand	Not yet occurred (new area)		
8.	Swat	Not yet occurred (new area)		
9.	Haripur	Not yet occurred (new area)		
10.	Bajaur	Heat only in day time. No major movement.		
11.	Mianwali (Punjab)	New area. Summer movement likely to occur		
12.	Mansehra	towards North Waziristan.		

Tribal leadership is, without exception, male as political interests and alliances are played out in the public sphere from which women are excluded. The tribal leaders, or maliks as they are called, have an almost absolute right of representation with regard to their particular sub-group and are extremely influential. two important ramifications from the point programming. First, it is essential to assure the approval if not leaders before relevant tribal introducing support of active activities which impinge upon the world of women. This, of course, is also true of activities involving the participation of men, but it is a somewhat more sensitive situation when programming for women since the male perspective regarding women's needs and priorities may Introduction of be different from that of the women themselves. income-generating activities for women, if not done with great care and through a process of consultation with men in the community and their leaders, is one area in which tradition may be seen to be violated and a threat posed to patriarchal patterns of authority and This should not be seen as an impossible challenge, control. however, as there are already cases which demonstrate that such programmes can be successfully introduced.

important area relates to the existence second The development of leadership among women. Most of the existing literature has been written by and about men with the result that little is known about informal leadership patterns among women. Unlike men, who have a wide variety of named groupings which leadership rules institutional settings through cultivated and expressed, there appears to be no comparable setting However, there are for the expression of female leadership roles. some indications that certain informal patterns exist which can be built upon during the course of organising activities for women. project has found, for example, that the wife of the malik (with his consent) can play a crucial role in bringing women together in the initial stages of organising the delivery of assistance. In cases

where the malik's wife herself possesses leadership qualities and commands the respect of the community, this initial entree to the world of women in the camp can be utilised for a variety of purposes. Elder women in the community also often occupy a special position since they have more freedom to move about than younger women, and younger women may be dependent on their experience and wisdom in critical need areas, for example, assisting in childbirth (which still occurs almost universally at home by traditional methods). Women who are highly skilled in handicrafts, tailoring or other women's tasks were also found to occupy a special position of respect which could be used in related task-specific programmes of One project on health education has experienced the natural emergence of women leaders among the target group as women expressed the need to first collect as a group to attend the centre rather than coming out of their homes on an individual basis. sum, experience suggests that the existing informal networks among women can be built upon and strengthened, and that this approach should be the most likely to gain the acceptance and approval of the male leadership in the community.

It should also be noted that when seen from a macro-level perspective, patterns of leadership and influence differ to some extent between the two provinces, and this has been influenced by the different organisational arrangements, both for the delivery of assistance and for the purpose of maintaining social control (law and order). While control over distribution of assistance can be a powerful tool of influence from the point of view of local leaders¹, its temporary with-holding can also be a means of exerting control over these leaders by assistance agencies in case trouble erupts. The influence and role of political parties (some of which have been recognised by the Pakistan Government) involved in various aspects of the resistance movement, appears to be particularly strong in the NWFP at the camp level. This is a delicate

¹ M. Ackermann, <u>Self-reliance/Income-generating Activities of Afghan Refugees in NWFP Pakistan</u> (UNHCR, Peshawar. September 1982, mimeo).)

and sensitive topic to be sure, but nonetheless must be taken into account, at least informally, in the planning and implementation of projects. 1 told In Baluchistan we were that representative councils of elders have been formed at the camp level with representatives of each of the major tribal groups (maliks) as well as other influential male members of the community (some of whom may be identified by "outsiders" like the village administrator) to co-ordinate with assistance agencies and local officials. whereas men have a long tradition of voluntary membership in different named social groups (e.g. the jam or work group; or small work group; the tolana or gathering/association; the jabah or warrior group; majlis or discussion group), no comparable forms of named associations are known to exist among refugee women.

Impact of Islam

Religion is a major unifying force among the Pathan and other tribal groups who have taken refuge in the camps, and may also be seen as a bridging force between the refugee and local population (including those involved in the delivery of assistance at the field Women field workers, for example, have found better acceptance when they are able to demonstrate their own knowledge of and adherence to Islamic principles, and they have also found it useful to justify the introduction of new practices and activities personal hygiene) through reference (e.g. sanitation and The deep religiosity of the appropriate passages of the Koran. people, both women and men, should be seen as a positive factor as planning ignored in the which cannot be one implementation of activities. Islam has demonstrated over the centuries a remarkable ability to adapt to local conditions, be they nomadic or settled, and exerts a powerful influence in tribal life.

¹ Akbar S. Ahmed, "Afghan Refugees, Aid and Anthropologists", Internationales Asienforum, Vol. 12 (1981), No. 1. D. Khalid, "Afghanistan's Struggle for National Liberation", Internationales Asienforum, Vol. II (1980), No. 3/4.

In this section we first consider the flexibility of Islamic interpretations and its interplay with tribal traditions and codes of conduct. Secondly, the various levels and patterns of religious leadership are described. Thirdly, the importance of religious institutions including mosques and madrassahs, with regard to the social organisation of the community is considered.

Islam finds many expressions within the various tribal communities and yet its impact cannot be adequately understood without reference to the traditional tribal code of ethics with which its ideology interacts and is mutually supportive. One author has noted that the major themes of Pathan folktales which reflect this ethic are as follows: being a good host, hospitality to guests, the right of asylum, blood revenge, bravery, manhood, persistence, steadfastness, righteousness, defence of property and honour, and the defence of the honour of women. The interplay between traditional tribal code and Islam is brought out by Robinson in his discussion of customary law among the Powindahs in the early part of the century. He notes that while the Shariat is followed in principle, in practice there are many divergences, often with only token or symbolic gestures to it.

Despite dislocation of immense proportions, it was very apparent that social control is still maintained within the camps according to traditional tribal and religious custom, and with little outside guidance or interference. Religious leaders, the mullahs particular, consequently often have a profound influence on life in the camps. We were told that in an Afghan village there would typically be only one mosque and one mullah, and this would serve as force in the community. In the camps, particularly the larger ones, sometimes even a dozen mosques will be established, each one providing a focal point for major sub-groups within the camp, perhaps helping them to maintain a sense of their

¹ Op. cit.

own social identity which has some link to their previous existence, beliefs and practices. While we were unable for various reasons to probe very deeply into the implications of this, it was clear that the mullahs exercise considerable power and authority, which rivals that of the maliks and other more secular tribal leaders. notes that the mullah "must constantly prove his spiritual worth if he is to achieve status or be given respect", and that "the Pathan is susceptible to Islamic symbols such as 'jihad' or religious wars, and quick to respond to them". The present situation would appear to be an ideal one for strengthening the role and position of the mullahs in the refugee communities, and there was every indication that this was indeed the case. One consequence is that orthodoxy prevails strongly in certain areas of life such as women's and girls' education. Another is that care must be taken to assure the support of these religious leaders when introducing new forms of assistance or new types of activities.

The mosque as a symbol of social identity has already been alluded to above. While the more orthodox men may visit the mosque several times a day to pray, large numbers congregate on Fridays and holidays when the <u>mullah</u> gives what is often a wide-ranging discourse that may touch on many aspects of secular life and current affairs.

The other important Islamic institution we found to be of exceptional importance were the <u>madrassahs</u>, or schools for learning the Koran. The number of madrassahs, in fact, sometimes outnumber the number of secular schools. In some camps we were told that there were special classes for girls in the madrassahs, but more often these were, as with the other religious institutions, predominantly the domain of males.

(c) Education, Training and Skills

The majority of the refugee population in Pakistan is from an agricultural and pastoral background. However, for many who are experienced traders and tradesmen, agriculture and livestock may only

¹ Op. cit. (1981)

The need to take into account the preferences and priorities of the Afghan refugees largely dictated the method of work followed by the mission. Thus, a good deal of our time was spent on visits to camps - in all we visited six camps in Baluchistan and eight in the NWFP - and in formal and informal discussions with the refugees. discussions were held with the leaders and spokesmen of refugees. These discussions often took place in large gatherings. In addition, every opportunity was also taken to conduct informal discussions with the ordinary refugees outside their compounds, in and around shops, workshops and tea houses. The two women members of the mission were able to visit a large number of compounds and hold informal discussions with women refugees on a variety of topics. discussions and conversations covered such themes as the existing pattern of economic activities, the range of skills available, needs and priorities for income-generating schemes and training programmes, the refugees' dominant concerns and problems, the division of labour in the family, the role of women and social and economic interaction with the neighbouring communities. Some flavour of these discussions is conveyed in the excerpts contained in Annex I entitled "Conversations with Refugees".

This participatory approach to our work enabled us not only to obtain better understanding of their needs and priorities, but also gave us some insight into the social and cultural aspects of their life. Not infrequently it opened up new perspectives and paths for our work.

In all these meetings we were accompanied by interpreters and/or programme officers from the UNHCR. In the NWFP many of these discussions were also attended by representatives of the Commissionerate of Refugees and the staff of administration. Apart from facilitating our contacts with refugees, we obtained a vast amount of information and insights from numerous discussions with them. Another valuable source

be a part-time occupation. Additionally there are non-farming skilled craftsmen and women offering a wide range of skills and expertise.

In general the more educated refugees have already moved out of the camp environment and found employment within Pakistan or abroad.

Literacy and Education

Due to the lack of educational opportunities and the strict seclusion of women which excludes them from participating in educational activities, the adult literacy rate stands at only approximately 6 per cent of which 5 per cent are men and 1 per cent women. This is not very different from the situation as it exists in rural Afghanistan or among the local population in the refugee settled areas of Pakistan.

Of the refugee population approximately 25 per cent are children of school-going age. Of these a greater percentage attend school in NWFP as against only 5 per cent in Baluchistan. Additionally a small number attend Pakistani universities, colleges and secondary schools. In Peshawar there are 800 refugee students attending local secondary schools.

Primary education is being provided in the refugee camps largely through the initiative and efforts of the Government and the UNHCR. In both NWFP and Baluchistan infrastructure comprising an education cell has been created to co-ordinate efforts to assist organisation and development.

Baluchistan has 39 refugee schools at present and this will increase to 60 by March 1983. The NWFP has 249 primary schools catering for more than 54,000 children. The Inter Aid Committee, an NGO, has also provided advisory support. It supplies large quantities of teaching materials and has opened two secondary schools in NWFP with 450 pupils in each.

Within the camps primary schools were initially housed in tents. These have largely been replaced in Baluchistan by two classroom <u>katcha</u> built school buildings. In NWFP progress is also being made to replace the tented schools but many still remain. Education is offered in two classes up to form five, with an age range of approximately five to twelve years.

Teachers in each school comprise teams of Afghans and Pakistanis. In NWFP the ratio is 1:2 in favour of Afghans while in Baluchistan it is 2:1 in favour of the Pakistani. This ratio is purely conditional on the availability of teachers.

In addition to the provision made by UNHCR, the refugees themselves have provided a large number of religious schools (madrassahs) under the leadership of the mullahs. It is estimated that enrolment in these exceeds 15,000. UNHCR is assisting in the further development of madrassahs by providing equipment and encouraging a broadening of the curriculum.

Where camps are adjacent to Pakistani villages and townships some refugee students have enrolled in the local schools.

Skills Development and Training

UNHCR has also provided for some vocational skills training. Initially this took the form of carpet training centres where young boys were taught on vertical looms how to interpret carpet designs and the skills of weaving them. Recently it has been suggested that a small literacy and numeracy element should also be included in the training.

More recently training in the camp-oriented Skill Training Centres has been introduced. In these, young trainees - some still

at school - are taught welding, plumbing, carpentry, fitting and turning, and simple electrical installation work. These centres are well equipped and organised. In Baluchistan they are administered by the Directorate of Labour. One such centre is already operational, another will open shortly and a third is planned. In the NWFP, the SIDB, in co-operation with UNHCR, is building three mechanical training centres and two multi-purpose training centres which should be operational in late 1983.

Supplementing this mainly 'camp based' training there is a Pakistani/German Technical Training Project which is developing Technical Training Centre facilities in Peshawar and Quetta. These will extend training to refugees as well as to the local population. The World Bank funded Fifth National Vocational Training Project, being implemented by ILO, is also expected to benefit the refugees. The ILO's project manager in Islamabad has also translated training materials for the use of refugees.

Aside from formal training programmes most of the training provided at present to young people in the camps is through the informal apprenticeship system. During the course of the field trip, the mission came across several craftsmen who had taken on one or two young persons, mostly relatives, as apprentices, for training purposes. When questioned the young men concerned said they intended to set up themselves on their own once they had completed their training.

Old and New Skills

As indicated earlier, the Afghans are a skillful, adaptable and resourceful people. They possess well-developed skills in agriculture, animal husbandry, horticulture (particularly fruit) irrigation and water storage, tailoring, dressmaking, embroidery, and weaving, to mention a few. Many of these skills are used to produce

items for self-consumption, but also to generate income. Related activities take place in both the family compounds and in the bazaar.

With mechanisation - particularly in the form of motor vehicles and wheat milling equipment - abilities in more technical skills are emerging.

Some indication of the range and diversity of skills among the refugees is brought out in a skills survey of Afghan refugees in the NWFP carried out by the UNHCR. The survey covered a total of 53 camps and identified 7,473 persons as possessing a total of 52 skills which ranged from accountant and doctors to cooks and watchmen. The following table shows the main skill categories with more than 30 persons in each category.



TABLE II

Major Skill Categories

Skill Categories	Numbers
Barbers	135
Blacksmiths	103
Butchers	46
Carpenters	351
Cultivators/Gardeners/Shepherds	978
Cycle Mechanics	57
Drivers/Cleaners	833
Embroidery Workers	116
Government Servants	259
Labourers	310
Leather Workers	126
Masons	170
Engine Pump Mechanics	177
Shopkeepers	1,148
Students	625
Tailors	789
Religious Teachers	437
Watchmen	45
Weavers (blankets, textiles, carpets)	249
Woodcutters	222

Source: UNHCR, Peshawar, NWFP, 1982.

CHAPTER THREE

An Economic Profile

The earlier sections discussed the demographic and settlement pattern of Afghan refugees, the dominant social and cultural influences on their life and their educational background. section we describe some of the main economic characteristics of the refugee population. It is, however, important to stress at the outset that except for a couple of surveys on nutrition and skills, there is practically no reliable, quantitative information on the economic features of the Afghan refugees in Pakistan. is presented below is thus based on our own observations and discussions during our field trips. As such, it is subject to obvious limitations and qualifications. We have little doubt that the availability of additional information through surveys studies could greatly enrich and deepen the profile sketched below, or indeed modify it in significant respects. Nevertheless, it was considered useful to present a synoptic view of the economic life and patterns of refugees, both for its own interest as well as by way of information background to the project proposals subsequently. This section discusses in turn the pattern of economic activities of the refugees, employment and migration, standard of living and interaction with the host economy.

(a) Pattern of Economic Activities

It is appropriate to begin here with economic activities at the family level which is still for most purposes the basic production and consumption unit. The family economic activities can in turn be divided into those meeting directly the day to day requirements for food, shelter and upbringing of children, and those directed to earning cash income. Taking the family labour as a whole, i.e. that of men, women and children, the bulk of it is directed to producing

goods and services for the members of the nuclear and the extended This is particularly true of the work of women and As brought out in the section on social and cultural children. features, there is very little participation of women refugees in the market economy outside the compounds. This, however, should not be interpreted to mean that women do not engage in productive and socially useful work. Within the framework of the family division of labour, women are primarily responsible for the following tasks: food processing, preparation and cooking, including making repairing stoves and bins for grain storage; feeding and upbringing of children; fetching wood and water, and washing clothes, being assisted in these tasks by boys and girls; sewing, knitting and making of garments. In addition, they make a variable contribution to looking after poultry, sheep and goats in the compound and the kitchen gardens. Although seldom resulting in much cash income, these activities make a vital contribution to family maintenance and welfare. In a more monetised economy most of these would have a market value, as the increasing need to purchase fuels for domestic energy needs illustrates so dramatically.

The children too begin to work at an early age. It is not an uncommon sight to see young boys and girls from the age of five or so carrying water and fetching wood in and around the camps. They also assist in looking after younger children, animals and the kitchen gardens in and around the family compounds.

Men make a proportionately smaller contribution to non-monetised work in the family. A significant exception to this, however, is the work involved in the construction of the compound walls, wells and the katcha (mud) houses in the compounds. This requires a major investment in time and materials, and the bulk of the labour is supplied by men, assisted in specific operations by women and children. Men also share with women in the task of cultivation of kitchen gardens and looking after animals, and increasingly in procuring fuel.

Direct participation in the money economy is the almost exclusive domain of men and older boys. A visitor to the refugee villages is struck by the myriad of activities under way. The extent and diversity of these activities is of course a function of the size of the village, period of establishment and its proximity to townships.

The extremes may be illustrated by our own visits to refugee villages. At one end of the spectrum is Katwai camp in Baluchistan, newly established, isolated from townships and transport networks, with a population of around 5,000. The refugees here are entirely dependent on relief assistance, have few sources of cash income and there is practically no bazaar to speak of. At the other extreme, are villages like Barakai in NWFP and Pir Alizai in Baluchistan, with populations in excess of 100,000. These are veritable "cities" with a vibrant social life and a dynamic economy.

In larger villages with refugee populations between say 30,000 to 130,000, it is not unusual to come across some or all of the following activities: production of clothing and garments of all kinds, shoes, pots and pans, bricks, wooden doors and windows, flour, bread, etc. Repair and maintenance work includes such things as radios, watches, transistors, stoves, bicycles and sewing machines.

The "commercial and service sector" comprises an extraordinary assortment of activities including grocery stores, fruit and vegetable sellers, butcheries; haberdashery and "hardware" shops selling tools and implements; stores specialising in textiles and garments, shoes and furniture; "pharmacy" stores; "chai khanas" (tea houses), "open-air restaurants" serving roasted meat and hot "nans" (local bread); and financial services such as money changing. Indeed the largest of the refugee settlements give a deceptive appearance of an ordinary, relatively prosperous township such as one might encounter within the two provinces or in parts of Afghanistan.

In addition to the above activities, there is some family-based production of carpets, "ghilems" (woven rugs) and a variety of handicrafts such as embroidered caps, shawls and "kurtas" (long shirts). A good deal of this production is carried out by women with the help of daughters and sometimes young sons, among certain minority tribes such as the Turkoman, Uzbek, Tajik and Moghul. The purchasing of the material and the marketing of the products, however, is almost invariably the responsibility of men.

Another major source of income for the refugees is trade and transport outside the refugee areas. Significant numbers of refugees rely on modern as well as traditional transport such as trucks, buses, lorries, taxis, camel and donkeys, for generation of income. At the same time there is much movement of goods to and from Afghanistan and between and among the refugee areas and the Pakistani towns and cities. Sections of the Afghan tribes have been active in these fields for generations and these continue to be important sources of incomes and employment.

In addition to these largely self-employed activities, refugees earn cash income from working as wage employees. The two major sectors are agriculture and construction. A considerable number of refugees work as casual workers, on a daily and/or seasonal basis, in nearby farms and orchards owned by Pakistanis. The payment may be in cash or in kind. Likewise refugees find employment in a wide variety of construction activities ranging from residential, commercial and industrial buildings, to the construction of roads, irrigation dams, airports and other projects such as food-for-work. The employees may range from small sub-contractors to large construction firms, government public works departments and agencies responsible for food-for-work programmes. 1 Most of the time the employment

Internal communication of M. Ackermann, Programme Officer, UNHCR, dated 30 August, 1982.

generated is of a limited duration and work may be available only for a few days or weeks. It is also not unusual for refugees to go out and work in small groups of four to six persons and to carry out the work on a sub-contract basis. Refugee skills in construction are generally appreciated and we were told of the construction of a major river canal which was carried out by a large contractor in a highly efficient manner largely through sub-contracting to refugee workers. In parts of Baluchistan a few refugees also work in coal mines and marble quarries.

While it is possible to give a qualitative picture of the nature and range of income-earning activities carried out by the refugees, it is quite impossible to specify its quantitative dimensions. Evidently there is a good deal of variation from one settlement to In general, there is greater participation of refugees in monetary activities in the NWFP than in Baluchistan, and in larger refugee villages and those closer to townships than in smaller and more remote ones. In many favourably located villages, particularly in the NWFP, it is not unusual to find at least one member of each family engaged in cash generating activities on a full or part-time In a refugee village in the Kohat district of the NWFP, we were told by the refugees that practically all families have some source of cash income. In a survey of 437 families in the Kohat district in NWFP, it was found that "87 per cent of the families have an earning member, some more than one. Seventy-two per cent of the adult males between 15 and 45 years have some type of employment, mostly casual labour; out of 528 men in this group 379 are carvers."1

Another source based on "guestimates" and local knowledge gives the following breakdown of economic activities of male Afghan refugees in the NWFP:

¹ Marie Sardie and Mamoona Taskinud Din, Nutrition Status, Socio-Economic Factors Relating Thereto and Morbidity, UNHCR Nutrition Survey, Peshawar, September 1982, mimeo.

M. Ackermann, Self-reliance/Income-Generating Activities of Afghan Refugees in NWFP Pakistan, UNHCR, Peshawar, September 1982, mimeo.

information was the meetings held with other members of the UNHCR, the Commissionerate of Refugees and officials of various departments at the provincial level. A notable gap in this respect was our inability, owing to shortage of time, to obtain the views and perceptions of the local population in the areas currently inhabited by the refugees.

The second major consideration underlying our approach has been to ground our proposals in the social and cultural context of the This has many facets which are taken up in a subsequent section. The leadership pattern among the refugees is complex and variable. We have tried to obtain some understanding of the role and leadership style of "maliks" and "jam" leaders, and of the part they might play in the initiation and management of projects suggested by In our choice of camps for the experimental phase of the projects, we have paid some attention to the dynamism of leadership, motivation and receptivity to new approaches and initiatives. influence of both Islam and traditional codes is pervasive and has many ramifications and implications for our work. Likewise, the role and position of women and the division of work in the household among the different Afghan tribes, have defined the limits of what is feasible and acceptable for schemes for women refugees. The migratory patterns and the nomadic tradition of several tribes, particularly in the NWFP, as well as the size and extent of isolation of camps have inter alia influenced the emphasis in our training proposals on a mobile, camp-based training system. In a more obvious manner, the occupational specialisation among tribes and the strongly expressed preferences or distaste for certain crafts and trades, have defined the parameters of the feasible and the desirable. The educational attainments, the level and range of skills, and new, possessed by the refugees have likewise influenced the approach and content of our programme of action.

TABLE III

Sect	Numbers	
(1) (2) (3) (4)	Employees in NGOs Working with NWFP Government Departments In Transport and Trade Belonging to Occupational Groups - artisans, craftsmen, etc. Unskilled labour in construction, agriculture, etc.	450 4,100 130,000
		200,000
		150,000
	Total	484,550

It is impossible to say how close to reality these estimates are, and of course they do not give any idea of the duration of gainful employment and the cash income earned. In the absence of a properly designed and executed survey on labour force participation and economic activities, there is no way of arriving at meaningful estimates of the extent and breakdown of economic activities undertaken by the Afghan refugees.

(b) Organisation of Economic Activities

The bulk of economic activities, whether monetised or not, are organised on a family basis and the key decisions are generally taken by the male head of the family. Most of the craft production, repair and maintenance work, construction, trade, transport and other services are likewise organised on a family basis. The man in charge may be helped, generally on a sporadic or part-time basis, by relatives, assistants and apprentices. A wide variety of informal systems of remuneration seem to prevail. It is, however, quite infrequent to come across workshops or enterprises in the villages employing several workers on a full-time basis. The limited market for their products and services appear to be primarily responsible for this state of affairs.

There seems to be little production or trading carried out on a co-operative basis. However, in certain tasks such as building of and katcha houses, informal mutual assistance compounds, arrangements, based on extended families or sub-clans may come into There is an intricate pattern of formal or informal leadership provided by "maliks" and "jam" leaders. There are also other institutions at the camp and village levels such as Islahee Committees (groups of notables and elders) and jirgas (assembly of all representatives of a tribe or a clan), but these are used for the most part for settlement of disputes, maintenance of law and order and social and political work; in the case of Baluchistan, they have also been used for distribution of relief material. institutions have been and may be used for sounding out refugee views on a wide variety of matters affecting them. They also offer potential for mobilising labour and for organisation of community projects, though the extent to which they have been so used in the past is not clear.

A final issue concerns the occupational specialisation of tribes and clans. The pattern in this respect appears to be complex and fluid within certain limits. As a broad generalisation, it may be stated that the bulk of the Pashtu people - the major broad tribal grouping among the refugees - are of agricultural and livestock They have also engaged extensively in transport and background. sub-group within the tribe - Ghilji - engage trade. Α construction. Another distinct grouping - Farseeban - comprise the so-called minority tribes of Uzbeks, Tajiks, Turkomans and Moghuls. They are traditionally known for their carpet-weaving and embroidery work, and also engaged in other crafts. While there are broad areas of occupational specialisation by tribes and clans, and preferences and distaste for certain activities are often strongly expressed by

 $^{^{\}rm 1}$ "Jams" are traditional groupings with membership varying from 20 to 500 families. The "jam" leader is popularly selected for his leadership qualities.

one group or another, it would probably be a mistake to regard these preferences as absolutes and the occupational specialisation as completely rigid. The emergence of profitable opportunities in certain areas is likely to lead to gradual shifts in attitudes and preferences.

(c) Employment and Migration

The preceding sections have already touched on these matters. It is not possible at this stage to make even rough estimates of the volume and pattern of employment among the refugees. The picture is further complicated by the enormous mobility of the refugees. prior to 1978, tens of thousands of Afghans used to migrate to Pakistan, and to a lesser extent to other neighbouring, countries in search of work or pasture for their livestock in warmer regions, or following well-established trading networks. This seasonal pattern of migration has been continued to some extent, but a good deal of it now takes place within Pakistan itself. In the summer, when the heat beats down on the plains, many of the refugees, particularly in the begin a large-scale movement to the cooler hills mountains. It has been estimated that this migrating movement affects up to a million refugees.

Co-existent with and superimposed upon this seasonal migration is the daily, weekly or occasionally longer period absences from the camps for temporary jobs in the neighbouring townships, farms, orchards and quarries. Nothing is known about the magnitude of this sort of migration, but in some camps at least, "commuting" to and from jobs may be quite considerable.

All this may seem to indicate that there is already "full employment" among the refugees and thus any training, employment and

¹ These are "semi-nomadic" groups - mainly pastoralists - of a distinct socio-economic organisation.

income-generating schemes are likely to run into problems of labour This is clearly a question of some importance for the scarcity. mission. While no hard data are available on this, we did make some effort to assess the broad employment situation. Naturally the situation varies a good deal from one refugee village to another to factors mentioned earlier. As according the generalisation, it may be stated that as far as women are concerned, while a good deal of their working time is taken up with manifold tasks as discussed earlier, in most cases there would appear to be time available for undertaking of activities relating to health education, family welfare, animal care, kitchen gardens as well as upgrading of knowledge in fields related to traditional female activities, such as sewing, weaving and embroidery. Needless to say, any programmes which result in saving of labour and time such as those concerned with improved health, nutrition and more economical use of fuel and more efficient methods of cooking would be doubly beneficial. organising anv such programmes, the In considerations to bear in mind are their location in and around the compounds and the flexibility in timing so as to fit into day to day work contributions to family survival and needs.

As far as boys and men are concerned, the discussions with refugees in more than a dozen villages appear to support the hypothesis of a considerable under-utilisation of labour and hence of their availability for a wide range of training, employment and income-generating schemes. Conversations with refugees in and around Although a high proportion of camps reinforced this conclusion. males in favourably located villages tended to engage in some gainful employment, much of this is of casual, temporary and sporadic existence would, therefore, appear that the nature. Ιt opportunities for remunerative and more regular work is likely to evoke the needed labour. There is evidence of underemployment even among those in crafts and trade, working on their own account. Here, as indicated earlier, the size of the local market appears to be a major impediment. Furthermore, in many of the newly-established

and remoter villages, there are as yet few opportunities for gainful employment and a great deal of eagerness to learn new skills, take up jobs and start businesses. These factors would need to be taken into account in the selection of the camps for the pilot phase of the various projects proposed in the report.

(d) Living Standards

A certain basic minimum standard of living is assured for all refugee families through the generosity of the people and the Government of Pakistan and the international community. This humanitarian assistance comprises food, kerosene for cooking, clothing, including blankets, shoes, shelter, access to drinking water, health services and education.

To what extent are the basic needs of the refugees met through humanitarian assistance? The rations supplied to the refugees are estimated to have a calorie equivalent which meets WHO recommended standards. A UNHCR Health Nutrition Survey carried out in the Kohat district also indicates a satisfactory average intake of nutrients by Afghan refugees as shown in Table IV.

TABLE IV

Average Nutrient Intake

Family Average	Afghan Refugees	WHO-RDA 1	Pakistani ¹ RDA
Calories (kal)	2,696	2,500	2,044
Protein (grams)	90	29	34
Iron (millograms)	48	15	15
Vit. A (micrograms)	2,414	595	460

Source: Marie Sardie and Mamoona Taskinud Din, UNHCR, op. cit.

¹ Recommended daily allowance.

However, average consumption figures may not necessarily give an accurate picture of the state of nutrition of individuals, though the variations are likely to be less than normal, given the entitlement of each family to a specified ration of wheat, tea, oil and sugar. Nevertheless, even in the Kohat district survey, nearly a quarter of the 313 children (under five) examined were estimated to suffer from various degrees of malnutrition (by the measure of weight in relation to height). Forty-three per cent of the children were below normal according to the mid-arm circumference measurements. Problems of assuring a regular distribution of food and inter- and intra-family variations in food intake due to a variety of factors, including differences in cash income are likely to be the main contributing factors to the existence of malnutrition.

Moving from food to habitation, the commendable efforts of the Government of Pakistan, UNHCR and other relief agencies, together with the self-reliant spirit shown by the refugees themselves, appear to have succeeded in ensuring a basic minimum level of comfort and privacy in shelter. Certainly there are no refugees without a "roof over their heads". The shelter consists of a mixture of UNHCR supplied tents and katcha houses generally planted within the confines of a relatively spacious compound. With some help from the Government and the UNHCR and other relief agencies, the refugees have made a remarkable effort in constructing suitable living quarters for themselves. Indeed this is one aspect of the refugee settlement areas which gives them an appearance so much at variance with popular notions of refugee camps.

Access to drinking water also appears satisfactory, though there is likely to be a good deal of variation from one village to another in terms of ease of access, and in water quality, in part due to poor sanitation in most villages. The availability of water was one criteria used in establishing refugee villages. There is considerable variety in the sources of water supply. The Kohat district survey indicated that 67 per cent of the sample families

receive water from shallow wells, 19 per cent have access to taps from a piped water facility, 14 per cent use canal and river waters, while 3 per cent take their water from storage tanks. In general, as might be expected, the situation in the refugee villages in Baluchistan is less satisfactory than in the NWFP. In some camps visited by the mission, the refugees identified access to drinking water supply as one of their priority concerns.

Although food intake of the refugee population is satisfactory, the benefits are often frittered away by bouts of diarrhoea and parasitic infections and successive pregnancies: according to the limited sample survey referred to above 56 per cent of the children under five and 35 per cent of the adults are suffering from such common diseases. Still greater efforts have to be made in primary health care and the hygiene and sanitation sector need further reinforcement to reduce the high mortality rate.

It would therefore seem from the preceding discussion that a remarkable success has been attained in meeting the most essential needs of the refugee population in terms of food, shelter, drinking water and some access to health and education for the children. Certainly the worst forms of material deprivation appear to have been avoided, thanks in part to the close extended family ties and the social tradition of mutual help and care for women and children. This does not imply of course that individual families, because of their special circumstances or groups of families in certain areas because of irregularity in supply of relief assistance, do not suffer from some material hardships.

The refugees are of course not dependent completely on relief assistance for meeting their needs. As indicated earlier, most refugee families appear to be able to earn some cash through a variety of economic activities. And the Government of Pakistan assists refugees with periodic cash grants. It is, however, quite

¹ Marie Sardie and Mamoona Taskinud Din, UNHCR, op. cit.

impossible to say anything meaningful on the level and distribution of cash earnings among the refugee population. It is probable that the great majority earn barely enough to meet their most urgent requirements for purchases of such essential goods as vegetables, meat, firewood, clothing, soap, pots and pans, etc. A small minority probably have only periodic access to small amounts of cash. This is most likely to be the case with those living in some of the more remote camps in Baluchistan and among the more recent arrivals.

At the other end of the scale, a small minority of the refugee population resident in the refugee areas has been able to earn cash incomes which enable them to purchase a wider range of consumer goods such as bicycles, radios, cassette players, watches, somewhat better quality shoes, garments etc. It is likely that many maliks and jam leaders, some skilled craftsmen, and larger traders and transport operators would fall in this category. In many cases, the source of their more favourable economic situation is the working capital, tools, and equipment, vehicles and livestock they were able to bring with them from Afghanistan. A few, no doubt, have risen above the ranks through sheer dint of hard work and savings, utilisation of their skills or through entrepreneurial initiative. The traditional relationships between maliks and their followers may also have enabled some of the former to maintain a standard and style of life considered appropriate to their station.

The Health Nutrition Survey mentioned earlier which cannot, however, be considered representative of the whole refugee population, particularly in Baluchistan, sheds some light on the level and distribution of cash earnings among the 351 families in the Kohat district sample. The relevant information is presented in Table V.

TABLE V

Distribution of Family Cash Income

Cash Income	No. of Families	Percentage
Up to 100 Rupees	2	-
100-150	1	_
150-200	23	7
200-400	128	36
400-600	104	30
Over 600	93	26

Source: Marie Sardie and Mamoona Taskinud Din, UNHCR, op. cit.

To sum up the preceding discussion, while there appear to be few signs of crushing poverty, the majority probably live on the margins of subsistence. Additional cash income would enable them to afford a somewhat more varied diet and to purchase a modest range of goods required in their daily life. The implication of the preceding analysis for the work of the mission is that as far as possible the training, employment and income-generation programmes be devised to reach the less advantageously placed families and areas - those with an unfavourable dependency ratio, those living in remote camps, in economically backward areas, and where the existing opportunities for earning cash are more limited.

(e) Interaction with the Local Economy

In its broad outline the Pakistan Government policy has sought to minimise the adverse effects on the local population of the presence amidst them of Afghan refugees. One implication of this general policy is provision of a measure of protection to the local population from adverse effects on their income of competition from refugees. But on the whole, the Government has been remarkably liberal in regard to allowing the movement of refugees in the two provinces, as well as other parts of Pakistan. Nor are the refugees required to obtain work permits or business licences before they can engage in gainful employment. The result of all this has been a quite substantial integration of the refugee population in the local The extent and pattern of refugee integration, however, varies a good deal from one village to another, depending on distance from townships, the transport links and the over-all level of economic development in the area. In this respect, there seems to be a particularly marked contrast between the situation in Baluchistan and the NWFP. In the latter province the links with the host economy are both more extensive and more diverse. This is due, in part, to the generally higher level of economic development in the NWFP but is also in part a reflection of the location of camps and the operation of government policy in Baluchistan. What then are the elements of interaction between the refugee and the host economies? The first and foremost is the participation of refugees in the provincial labour markets. The bulk of this takes the form of unskilled and semi-skilled wage labour on farms, orchards, construction projects, mining and quarrying. Secondly, although most of the refugee trading stores and workshops are located in the refugee villages, there is inevitably some spill-over in the neighbouring bazaars, especially where the villages are located close to a township. Thirdly, the activity of the refugees in the transport sector, ranging as it does from the operation of buses, trucks and taxis to haulage on camels and donkeys, appears to have had a substantial localised impact. Fourthly, a good deal of the refugee purchasing power has inevitably spilled over to goods produced by local businesses. Finally, there is a somewhat limited flow of goods and services produced by the refugees into the national economy. This appears mostly to be the case with such articles as carpets and handicrafts.

What has been the over-all impact of this interaction between the refugees and the local economy? A comprehensive analysis of this

Lest the preceding paragraphs give the impression of excessive rigidity and orthodoxy among the refugee population, it is necessary to record our impressions and judgement of the considerable diversity and variability of attitudes and receptivity to innovations among different groups, and of impressive enterprise, initiative and dynamism in almost all the camps we visited. Everywhere we went we sufficient evidence of resourcefulness, initiative entrepreneurial spirit to dispel the myth of a people lacking in incentives and desire for work. In our programme of action we have, therefore, sought to build on this tradition of enterprise and resourcefulness in proposing new approaches and activities, and a limited amount of social and economic experimentation. In proposing these, however, we have tried as best we can to be sensitive to the deeply-held religious and traditional beliefs and practices of men and women in different refugee tribes.

The third set of considerations arises from the refugee status of the people for whom the projects are designed. The first and implication of this for our work is the repeatedly emphasised need to propose schemes of a temporary nature. there appears to be a unanimity among all the parties involved in the situation - the refugees, the Pakistani authorities, the local population and the international community as represented by the UNHCR and bilateral sources of assistance to the refugees. implication of this position is that training and income-generating schemes be of relevance to refugees on return and to the needs of their country of origin. A second aspect of this issue is the need to minimise the adverse impact and to maximise the positive effects on the local population, of the presence amidst them of the Afghan There is a complex pattern of social and economic interaction between the Afghan refugees and the local population. And, there is considerable local and provincial variation in this Broadly speaking, there is more extensive interaction between the local and the refugee economy and society in the NWFP

important question is beyond the scope of this report. Indeed this could hardly be attempted in the short time available to the mission, which was devoted to developing project proposals. Nevertheless, a few tentative observations may be made. different groups among the local population have been affected differently. The influx of relatively large numbers of people in the labour market can be expected to exert a restraining influence on the level and rate of increase of wages for unskilled persons. same token, this must have been a beneficial development from the point of view of employers of labour in agriculture, construction and mining.

Both provinces are experiencing shortages of skilled persons such as brick-layers, masons, carpenters, electricians, caused by the emigration from Pakistan of some three million persons to the Middle East. In some measure, the refugees have helped to fill this void in the supply of semi-skilled It can also be expected that refugees have helped ease bottlenecks in the transport and construction sectors, On the other hand, enhancing their efficiency. their activities and craft production must have exerted some competitive pressures on the local traders and craftsmen.

The mission has sought, in developing its proposals, to maximise the positive impact of the refugee presence on the Pakistani economy and to minimise its adverse impacts. Hence the thrust of many of the proposals is to upgrade the vocational and technical skills of the refugee and the local population to ease the present bottlenecks, to focus on activities in and around the camps both to improve environment and to enhance the level of self-reliance of the refugees, thereby lessening the burden on the host society, and finally to make a contribution to the foreign exchange position of the country by stimulating exports and reducing imports.

CHAPTER FOUR

A Programme of Action

In this part we outline the programme of action developed by the mission. The programme consists of the following ten proposals:

- 1. Basic vocational and rural skills training;
- Builders' teams;
- 3. Kitchen Gardens;
- 4. Poultry;
- Silk Production;
- Environmental Preservation and Improvement Fund;
- 7. Domestic Energy;
- 8. Basic Needs Fulfilment through Women's Development;
- 9. Handicrafts Marketing and Export Promotion Scheme;
- 10. Identification and Feasibility of Small-scale Industry.

Before elaborating on individual projects, it may be useful to spell out some of the broad considerations which have influenced the nature and content of the programme as well as to highlight some of their distinguishing characteristics.

The preceding sections have dwelt at some length on the socio-economic background of the Afghan refugees as also on the economic environment within which they find themselves. These social and economic features of the lives of refugees have been an important influence in shaping the general character and content of the Another major mission. programme proposed by the over-all consideration has been the expressed needs and priorities of the Some of the proposals made build on the refugees themselves. suggestions made by the refugees themselves. A few grew directly out On one occasion or another, most of our discussions with them. proposals have been discussed with them. It may reasonably be assumed that these proposals meet their real needs and would find

their support. Some reservations should, however, be made in this connection with respect to the proposal on silk production. On a few occasions when this proposal was discussed with refugees, except for some minority tribes, they indicated their lack of knowledge of the process and did not show a marked interest in it. The mission, however, feels that the techniques of rearing and feeding silk worms are fairly simple and the necessary training can be imparted quickly. Furthermore, it seems a good way of generating substantial income while providing a useful raw material for the economy.

It was felt important to ensure refugee participation not only in the formulation of proposals but also to the extent possible in the implementation and management of projects. In varying degrees, the project proposals have sought to incorporate this dimension, for instance in the selection of candidates for training schemes and in the selection of projects to be financed from the proposed fund for improvement of the environment. But the lack οf strong co-operative tradition and of broad-based social and economic organisations among the refugees pose special difficulties ensuring a participatory framework for the execution and management of schemes for training and income generation. This is particularly the case with women refugees. Nevertheless, it is possible that the initiation of some of the activities included in the programme of action may in itself play a catalytic role in group formation and control by refugees.

Most of the projects are designed to bring about an improvement in basic living standards and to enhance self-reliance of the refugees. The projects on kitchen gardening and poultry should lead to improved nutrition and better health. Likewise the projects on domestic energy and on basic needs fulfilment for women are expected inter alia to reduce their burden of work and to mitigate hardships resulting from ill health caused by poor sanitation and neglect of basic hygiene, in addition to improving their income earning prospects. The projects on construction teams and on environmental

improvement should likewise contribute to an improved habitat. The direct generation of cash income is not their main objective, but they should contribute to greater self-reliance through devising pragmatic means of meeting their needs by their own efforts.

The projects on silk, handicrafts and small-scale industries, on the other hand, would contribute to greater self-reliance through direct generation of cash incomes. In a general sense, the training project should increase the economic independence of the refugees by equipping them with skills needed both in the country of origin and to some extent, in the host country.

Another feature of the programme its is flexible experimental nature. Many of the activities proposed represent new initiatives and departures such as silk production or handicraft exports, or entry into sensitive new areas such as domestic energy and women extension workers. It was, therefore, considered important that the projects begin in a small way in carefully selected locations and be in the nature of pilot schemes. Once an initial success is attained, they could be expanded quite rapidly. Most are also designed to accommodate a quick termination, either because of lack of success in the early phase or because of the possibility of the refugees' departure.

Linked to this point is the emphasis on the small size and low cost of many of the proposals. Wherever possible, an attempt has been made to build on local resources and local skills, and to minimise reliance on international inputs of skills, equipment and materials.

An important consideration in devising the proposals has been the need not only to benefit the refugees but also to the extent possible the neighbouring local communities. This approach is fully justified first because it seeks to redress some of the adverse consequences suffered by the local population as a result of the influx of refugees, and secondly because in many areas significant sections of the local population have living standards not too dissimilar from those of the refugees. A programme designed to confer benefits on both refugees and the local population is also important in sustaining a climate of solidarity and good neighbourliness which has so far been such a remarkable feature of the relationship between the two communities.

The benefits to the local communities are likely to accrue at several levels. In the first instance, the activities designed to preserve and regenerate the environment should be of At another level, several of the proposals made involve benefit. experimentation and introduction of new approaches to development problems, e.g. proposals on domestic energy, mobile rural training centres, handicraft export promotion. To the extent that these approaches and pilot projects are successful, they could replicated on a wider scale throughout the country. Thirdly, most project proposals seek to ensure the direct diffusion of benefits to the local population in one way or another. This is illustrated by the suggestions that both in the training programme and in the project on construction teams, a certain number of places be reserved for the local population. Fourthly, as mentioned earlier in the report, most projects have been devised in such a manner as to minimise competition with the local population and to enhance their positive impact on the economy, whether through relief of critical skill shortages, increase in the capacity and efficiency of the construction sector, or through their beneficial effects on foreign exchange, e.g. export of handicrafts and silk production. At a more general level, the achievement of a higher degree of refugee self-reliance which is a characteristic of all project proposals should contribute to a lessening of the burden borne by the local and the international community.

Several of the projects contain important elements of linkages and complementarities. These have been identified in individual

project descriptions and wherever possible, we have attempted to indicate how these complementarities can be exploited for over-all efficiency and mutual reinforcement of the projects. number of examples of these linkages. The vocational training and builders' teams projects complement each other and can lead to some small-scale industrial initiative. The domestic energy project can be seen as one component of the women's project. The three agricultural projects (poultry, silk and gardens) can build on linkages with the environmental improvement fund. Similarly, the three projects on vocational training, handicrafts and women's development support and complement each other as regards the training of women extension workers, and the promotion and export of handicrafts produced by women. In fact, the CTA of the women's project is proposed to be a member of the advisory committee set up under the handicrafts project.

The issues of linkages and complementarities brings us to the question of organisational arrangements for the implementation and evaluation of projects. Wherever relevant, we have attempted to provide an organisational framework and structure for each project. Thus in principle each project could be implemented independently and at a different time. However, in order to ensure a uniformity of in the implementation of these projects, and more approach potential from their ful1 benefit derive importantly, to it is highly desirable that some complementarities, co-ordinating mechanism be devised, and that in particular, resources be provided both at the national level and at the level of the implementing international agency, for this vital function to be effectively performed.

The final general point on the over-all package of proposals presented below is that they have been designed so that they can be implemented quickly. On several of them it was possible to do a considerable amount of detailed work, e.g. the proposals on training, handicrafts, domestic energy, fulfilment of basic needs through

women's development and construction brigades. Not all of the information collected has been incorporated in the individual project descriptions given below. A few proposals, e.g. on poultry, silk production, environmental improvement, only indicate the broad approach and the main activities and would require further elaboration. And of course the proposal on small-scale industry recommends a more detailed investigation in this area. The duration of most projects is envisaged at approximately two years. Depending on the refugee situation, on the success of the projects in meeting their objective, and in keeping with the over-all flexible approach suggested by this report, the projects could easily be extended, reformulated or even curtailed.



CHAPTER FIVE

Project Proposals

1. Basic Vocational and Rural Skills Training

Background

There are clear indications of an acute shortage of semi-skilled and skilled manpower, both in the refugee settlement areas and in the regions of the country where these are situated. The shortage is acknowledged and reflected in the national training programmes, and in the refugee training programmes being planned and implemented by UNHCR, NGOs and bilateral agencies. The present project proposes to supplement and complement these existing and projected programmes by introducing basic skill training at the refugee locations and by identifying refugees and Pakistanis who would benefit from more advanced training and referring them to existing and proposed skills training centres.

Not only has the need for training been recognised by the Afghan refugee leaders, but there has been an enthusiastic response both to proposals to further develop existing skills, and to learn new ones. Importantly, the refugees emphasised that training should be extended to the younger element of the communmity. It is therefore anticipated that it is from this younger group that the initial trainees will come.

Although the main preoccupation for the majority of the refugees has been with agriculture and livestock, many do possess skills in simple wood-working and metalworking, building, tailoring, and to a lesser extent, gold and silver smithing, shoemaking, auto repairs and machine maintenance. Already many of the Afghan refugees have established bazaar workshops within the settlement areas, utilising their existing skills and providing for some of the needs of the

refugee communities, for example bicycle repair; simple house joinery work; watch and radio repair; tailoring; simple metalworking production, repair and modification; shoe repairing. There is, too, a willingness on the part of already skilled craftsmen to participate in the "apprentice type" training schemes and to develop traditional and newer skills.

With such emphasis being placed on vocational skills training by the host country, it is vital that this proposed project for basic skills training for refugees and Pakistanis be well integrated with the existing infrastructure and co-ordinated with proposed programmes sponsored, among others, by UNHCR, SIDB and the Ministry of Manpower.

In Baluchistan there are three existing avenues of training which this proposal would supplement:

- (1) The Quetta Technical Training Centre which is being developed under the Pakistan Fifth Education (Vocational Training) Project, in which the ILO is playing a leading role. This Centre is already implementing intermediate level training courses in which Afghan refugees with the appropriate level of education may participate.
- (2) The Government Agency for Technical Co-operation under its Pakistani-German Technical Training Programme in Quetta is also participating in the development of the Quetta Technical Training Centre and includes courses on a shared entry basis for both refugees and Pakistani students.
- (3) UNHCR and the Ministry of Manpower, in addition to ten Carpet Training Centres, have put into operation one Skills Training Centre near a large refugee village which offers training in five skill areas and offers places to Afghan refugees as well as to Pakistani students from the nearby township. A second skills training centre is under construction and another is proposed.

Further development of the range of skills to be offered is planned. These centres are well equipped and would be very suitable for intermediate level training.

In the Northwest Frontier Province a similar situation exists with:

- (1) The Peshawar Technical Training Centre;
- (2) A Pakistani-German programme in which the main thrust initially is upgrading of building skills in the large refugee settlements adjacent to Peshawar; and,
- (3) Three Mechanical Trade Training Centres with facilities for intermediate training planned for 1983 by the UNHCR and the Small Industries Development Board.

Because of the permanent nature and level of sophistication of the equipment at the above centres their location will necessarily be where there are already established Pakistani populations as well as a large concentration of refugees.

The proposed Basic Vocational and Rural Skills Training Programme can integrate with the above projects by:

- Introducing flexible mobility to reach a greater number of the most scattered and isolated refugee populations;
- (2) Providing an appropriate basic level training on the basis of which selected trainees may be identified for further training at the above established centres;
- (3) Introducing and encouraging apprenticeship training schemes within the refugee communities from which again those trainees showing sufficient aptitude, ability and interest could be referred for further training;

than in Baluchistan. The interaction takes place at various levels. At one level the sudden influx of large numbers of refugees has had an adverse, in some places dramatic, impact on the local environment in terms of deforestation and soil erosion. The competition for scarce water and grazing pastures has been intensified. land use and control have been sharpened. At another level, there is economic interaction in terms of jobs and businesses. adverse effects on the local population are often emphasised, the economics of the entry of refugees are a good deal more complex. Evidently different sections of the local population have been affected differently. For unskilled workers and operators of small retail shops and transport, the enhanced competition from refugees has adversely affected their wages and profits. But for employers of labour in agriculture, construction and other sectors, the refugees have relieved shortages and augmented labour supply. There have also been positive effects on the local economy in relieving shortages of certain skills, particularly in horticulture and the construction sector, and in increasing the efficiency of the transport system. Over-all, considering the magnitude of the influx of refugees in relation to the size of the population in refugee-affected areas, and the quite considerable impact of their presence on the quality and use of natural resources and on the local economy, it is quite extraordinary that there should have been so few and limited conflicts between the refugees and the host communities. explained, no doubt, in large part by the traditional hospitality of the Government and people of Pakistan and by bonds of culture and religion that unite the two communities. In devising its programme of action, the mission has, therefore, placed particular emphasis on schemes which preserve and enhance the quality of environment and which confer benefits, not only on refugees, but also to the extent possible on the local population.

Another issue arising from the status of Afghan tribes as refugees, concerns the relationship between income-generating

- (4) Providing training to suit the specific requirements of an area or camp within the limits of climatic and cultural restrictions; and,
- (5) Providing a training system which may be quickly implemented, which is adaptable to the rural environment and which may be rapidly expanded (or reduced) according to changing needs.

In addition, facilities would be developed under the proposed project which could very advantageously be adapted to contribute to the practical skills training element of the post-primary education centres being considered by the UNHCR Education Cell for the Afghan refugees.

Justification

The project proposes to provide training which will result in the supply of semi-skilled and skilled craftsmen by introducing basic skills to those without any, and by upgrading existing skills and introducing new areas of skill competence. The skills learnt may be immediately beneficial by providing the means of earning income through the practice of those skills and in the longer term by providing skills that will be invaluable when refugees return to their own country.

An additional consideration is the extension of the training facilities to potentially skilled and semi-skilled manpower of the host country which has been reduced by the attraction of overseas employment.

In devising a programme of training to satisfy the above criteria careful consideration must be given to the following: felt needs of the refugees; rapid implementation, extension or reduction; experience, education and aptitude of potential

trainees; terrain and climate; seasonal movements; population density of the camps and settlements; communications in relation to prospective locations; cultural traditions affecting attitudes toward some areas of training; administrative considerations relating to selection of trainees and location of training centres; and the refugees' overriding preoccupation with returning to Afghanistan.

The programme therefore must be adaptable and flexible in content, duration of training and methodology It must cater for a wide range of ages, educational attainment, backgrounds and experience.

Objectives

The primary objective of the proposed project is to provide skills training opportunities for refugees so that they may achieve a level of competence through which they will increase their potential for income generation and thereby develop a higher degree of self-reliance.

A second, but no less important, objective is to provide a training approach and facilities that will also benefit the host nation, both immediately and in the future.

Activities

To achieve these objectives the project proposes to implement training at three levels:

(a) Mobile Training Units (MU)

This training will include metalworking skills (bench fitting, sheet metal working techniques, blacksmithing, plumbing, brazing and welding); woodworking skills; construction skills; electrical work

(installation of services and repair of equipment); and auto-mechanic skills (repair and maintenance).

Instruction will be given through training centres established adjacent to camps and serviced by mobile units. These will be staffed by specially trained instructors who will bring along with them the necessary technical equipment. The equipment will be installed in the training centre for the period of training of the specific course. Each mobile unit will provide training in two skills and the course duration is envisaged to be approximately 12 weeks. Briefly, the mobile unit comprises a four-wheel drive vehicle containing equipment and materials which will tow a living unit providing accommodation for the two instructors and driver/technical assistant. At the conclusion of the training period the mobile unit will move on to another venue, possibly replaced by another offering training to a new group of trainees in a different skills training area.

The project further proposes to establish a central training centre in Quetta to provide training and co-ordination for five mobile training units to serve camps in Baluchistan, and a central training centre in Peshawar to provide training and co-ordination for ten mobile training units and five settlement training centres in NWFP. A co-ordinating office for both regions would be located in Islamabad.

(b) Camp-based Training - Apprenticeship Scheme

The implementation of this scheme will be through experienced and skilled Afghan craftsmen, supervised by the trained instructor team. A salary will be paid to the apprenticeship trainer.

A mobile unit will bring equipment and materials to the camp and assist the apprenticeship trainer in setting up his training workshop and structuring his training programme. A katcha style building or

(in the NWFP) the newly introduced geodesic dome building is envisaged. When the programme is established and operational the mobile unit will move on to a new location but will return at regular intervals to monitor progress.

Skill areas to be covered in this scheme would include tailoring, shoemaking, leather work, and radio repairing. The range of subjects would depend on the skilled expertise available and will obviously vary from one camp to another.

(c) Refugee Settlement Training Centre - Permanently Staffed

In the North West Frontier Province in particular, up to 15 "camps" may form a settlement area. To serve these larger numbers more adequately it is proposed to provide skills training at permanently staffed training centres. The range of skill training offered at these centres will be similar but of a somewhat higher level to those offered by the mobile units and courses will be of similar duration. It is proposed to provide three workshops in each centre, each staffed by a permanently based instructor. It is anticipated that accommodation for the instructor staff will be available in the nearby towns.

Expected results over a 30-month period in terms of trained personnel are as follows:

Trained instructors	45
Trained apprenticeship trainers	25
Trained apprentices	1,000
Trainees from mobile units	2,700
Trainees from settlement units	1,350

This gives a total of 70 trained trainers and 5,050 trainees.

Budget

It is estimated that the total requirements for this project, which will be of two and a half years' duration will be approximately US\$5 million. This will comprise the following items: portable buildings, <u>katcha</u> buildings, mobile units, support vehicles, staff (international and local), office equipment, travel, and equipment for apprentices.

It should be noted that the training models developed and the equipment provided can be later absorbed into the national rural vocational training programme of the host country with considerable benefit upon termination of the project.

Personnel

The project would require services of three expatriate staff members (one Chief Technical Adviser and two Experts), who would be backed up by two training experts. Staff to be recruited locally include 45 skills training instructors, 20 drivers, two storekeepers, three steno-typists and 20 caretakers. In addition 25 trained apprenticeship trainers would be recruited at the camp level.

Implementation

It is proposed to implement the project in Baluchistan and NWFP simultaneously. The over-all co-ordination officer will be posted in Islamabad, and regional offices and instructor training centres will be established in Quetta and Peshawar. When equipment is operational, training centres completed and instructors trained, five mobile units will be fielded in Baluchistan and ten in the NWFP. In addition there will be five settlement training centres.

It is anticipated that the ILO would be the implementing agency and would work in close liaison with UNHCR staff in Islamabad, Quetta

and Peshawar. The senior project staff should create close links with the Ministries for Manpower and Education and with SAFRON. Already extensive discussions with other aid agencies and NGOs have paved the way for close co-operation in the development of skills training programmes. In NWFP an SIDB/UNHCR cell has been created and close liaison with it would be recommended.

Selection of trainees for the schemes and for apprenticeship trainers should be carried out through the existing infrastructure of camp administrators and refugee leaders.

Implementation of the project would be accelerated if specifications and ordering of equipment, buildings and vehicles could be put in hand while project staff are being recruited. It is essential to have the equipment delivered and operational before the instructor training commences.

The duration of the project will be 30 months, including six months' preparation and training, followed by a two year operational period.

Guidelines for the monitoring and evaluation of the training programme should be drawn up by the CTA for implementation by the STAs (Senior Training Advisers), UNHCR field officers, short-term training experts and instructors. The system of training using MUs can be very flexible and changes can be implemented as the need arises. This, however, requires careful monitoring. Evaluation of instructor effectiveness should also be closely monitored and in-service training given where and as required.

It has been suggested that the trainees would value and benefit from acknowledgement of their having attended a training programme. This could be in the form of a simple attendance certificate indicating the training received. An additional and perhaps more positive incentive would be to award the most promising trainee at each session with a very basic tool kit. Allowance has been made for this in the costings.

Assumptions

Co-ordination and co-operation between the senior project staff and organisations in the host country already concerned with skill training of both refugees and Pakistanis is assumed on the basis of the enthusiastic response during the mission's discussions. This co-operation might be further strengthened by assigning counterparts to the senior personnel, thereby providing valuable training and assistance for possible future extension of the project and for continued implementation of similar programmes when the refugee problem is resolved.

The success of the project will rest heavily on the recruitment of the right calibre of instructors. This element was discussed at length in Pakistan and the conclusion was that there would be no difficulty in this respect.

Enquiries made during the mission confirmed the availability of equipment and the availability of expertise to produce the special equipment required. The enquiries were made on the assumption that "local" purchase will assist with an early implementation.

The project assumes close co-operation with UNHCR field staff in the selection of locations for the training centres with reference to the expressed needs of the refugees, climatic limitations and migratory patterns.

Builders' Teams

Background

The mission was informed time and again that due to migration of the local population for work in other parts of the country and the Gulf countries, there is an acute shortage of construction skills in the refugee-affected provinces. Although something like a building boom exists in both areas, progress in construction is often slowed down by inadequate supply of labour. Despite this fact, under- and unemployment was found to be widespread, both in the refugee camps and in the local communities. Mechanisms are obviously lacking to mobilise the requisite labour force to meet the existing demand.

It has also been observed that there are considerable building activities going on in the camps. More stable refugee populations (as compared to nomadic and semi-nomadic tribal groups among the refugees), are increasingly putting up katcha (mud brick) constructions as an alternative to living in UNHCR-supplied tents. In some camps this is being encouraged by provision of some basic building materials. With the construction of katcha houses by many refugees, their living conditions have improved. However, health and general living conditions of refugees could be considerably improved by adding some small innovations to these traditional building techniques.

Experience in Botswana has shown that a system of builders' teams can be successful in situations where there is inadequate supply of labour in the construction industry. The system combines training and production in such a way that practical instruction is an indispensable element of the training. This combination ensures that the training is practical and down to earth, while at the same time being relatively cheap since production activities pay for at least part of the costs of training.

Training takes place within a real life situation. Trainees are taken to the construction site instead of the work being taken to the trainees. Production and training follow each other. Trainees gain experience by building different types of construction during the basic training course. This construction is financed out of a special "building provision". Buildings financed out of this provision would include the project office and training facilities as well as buildings earmarked for community uses such as schools, mosques, community centres and other public buildings.

Justification

The team system is attractive because of its practical approach and the fact that it is relatively inexpensive with potential for developing a self-sustaining momentum. It appears to be particularly suited to the Afghan refugee situation since there is a shortage of skilled and semi-skilled labour in the construction industry in refugee affected provinces. Short-term training leads directly into production activities, an approach particularly suited to the temporary situation of the refugees. Building and management skills gained in the project will later be useful in the reconstruction of their own country. Finally, it has been observed that refugees seeking work in construction as unskilled labourers already form themselves into small teams on an informal basis. Hence the team approach offers an opportunity to build upon and strengthen traditional patterns of work organisation.

Objectives

The primary objective of the project is to increase self-employment opportunities for under- and unemployed refugees in the local construction industry. The project also aims to have an impact on living conditions and health at the camp level through upgrading traditional building skills in <u>katcha</u> construction and providing buildings for community activities. A long-term objective

is to develop an efficient system of labour and skill development which would provide a replicable model for the local population as well as the later reconstruction of their country once the refugees return.

Activities

The activities of this project comprise the training of builders and carpenters through the team system (training-cum-production). The training will take place on an artisanal level (improvement of katcha constructions) as well as on a basic professional level (including costing and management skills) for both builders and carpenters. Four different types of teams will be established:

- (1) katcha builders' teams (katcha construction);
- (2) katcha carpenters' teams (katcha construction);
- (3) basic builders' teams;
- (4) basic carpenters' teams.

The first eight months will be used to develop the curricula and to organise the logistics of the scheme. Given the high rate of illiteracy, a special curriculum and special training materials and techniques will be developed. This implies that the people who will execute this programme will need to have strong motivation in order to succeed under difficult working conditions, and that maximum flexibility be provided in implementation. It is therefore proposed that the UNHCR delegate responsibility for the execution of this programme to one of the voluntary agencies already working in the refugee effected areas.

The training-cum-production cycles of the <u>katcha</u> team will be four months and that of the basic team eight months. In both cases the trainees will received eight days' training in the training centre each month and will work 16 days at the construction site. Each team has its own trainer who will both guide the production

activities, self-reliance and humanitarian assistance. Ιt is important to point out that we do not interpret income-generating activities in the narrow sense of schemes giving rise to cash incomes Rather, we consider it more appropriate to define them to include all such activities which generate productive opportunities and result in outputs for self-consumption and/or for outside sale, and which contribute to an improvement in their standard of living. There is general agreement among all the parties involved in the refugee situation that there should be a progressive movement towards greater self-reliance among the refugees. context, greater self-reliance is generally interpreted to mean that a larger proportion of the needs of refugees for maintenance and care be met through their own efforts, and that the proportionate contributions from the host country and the international community decline over time.

Income-generating activities as defined above thus considered а major instrument for progress towards greater self-reliance. We have no doubt that an intensification and diversification of income-generating schemes and training programmes make a significant contribution to over time, But it would be a serious mistake to directly link self-reliance. development of income-generating schemes to reduction provision of humanitarian assistance. We believe that a reduction in assistance, consequent upon the initiation income-generating schemes, would have serious adverse effects on the success of such schemes. Even if such a link were desirable in principle, it would pose almost insuperable administrative problems in operation, implying as it must, the adjustment of humanitarian assistance to income levels and living standards at the level of the individual family. We are aware of the contradictions that could arise from the emergence of affluent groups among the refugees in relation to the meagre living standards both of the mass of refugees and of a significant proportion of the local population.

activities and give the training in the centre. For special subjects, the project manager as well as outsiders (e.g. from vocational training schemes) might be called upon.

After eight months, six teams will be in operation:

- 1 katcha builders' team with 20 trainees;
- 1 katcha carpenters' team with 20 trainees;
 Two basic builders' teams with 12 trainees each;
 Two basic carpenters' teams with 12 trainees each.

The work will be planned in such a way that only two training classrooms are needed. The training centre will be built by the trainees in or around Mardan (not in a camp), to co-ordinate closely with an established NGO project.

The <u>katcha</u> teams are meant for the refugees and building activities will take place within the camps. Since most participants are illiterate, the selection of the trainees will be based on an interview of the candidates during which interest, skill and capabilities will be assessed.

After four months of training-cum-production, the refugee trainees who wish to participate in the basic teams will be required to take a practical test that will be evaluated by the project manager and two outsiders. Of these candidates, 24 will be admitted. The other candidates will be recruited among the local population on the basis of interviews and a practical test.

In order to enable these ex-trainees to establish themselves individually or as members of a group, a small revolving fund is envisaged to provide them with loans in kind.

It is estimated that the total number of $\underline{\text{katcha}}$ skilled workers who will successfully complete the course will be 224, and the number

of trainees to complete the basic teams will be 173. Hence the total number of trained workers will be 397.

Budget

The total budget requirement will be approximately \$US430,000. This will include support for the following items: personnel, office costs, training materials, building provision, capital assets, evaluation and revolving loan fund.

The budget of this proposal is somewhat high because all the construction materials to be used during the project period as well as the labour of the trainers will be financed out of this scheme. Only after the teams have successfully constructed some buildings would it be possible for the UNHCR, NGOs and other local agencies to involve the builders' teams in their own construction programmes. If the teams are successful it is likely that they could become involved in paid assignments in which case the training programme can expand considerably.

Personne1

No expatriate personnel will be required for this scheme. All personnel should be Pashtu-speaking. There will be one project manager (a civil engineer) who will be assisted by six trainers or foremen (assistant civil engineers). Support staff would include one office administrator, one storekeeper, three drivers and two helpers.

Implementation

It is proposed that project execution will be delegated by the UNHCR to a voluntary agency. The project manager will report to the director of the voluntary agency, and the voluntary agency will report to the UNHCR.

Regarding the construction of buildings in refugee areas and for poor local rural communities a committee will be established to

advise the project manager on the eligibility of local communities and the type of constructions which need to be built. It is proposed that the Commissioner for Refugees or his representative, a representative of the local authorities of Mardan district, and the UNHCR, will be represented in this committee. The final choice will be made by the project manager in consultation with the local community.

The training centre will be established in the city of Mardan. Trainees will be selected from amongst the refugees who live in six camps in Mardan district as well as the poor Pakistanis who live in the rural areas in Mardan district. The refugee population in Mardan district is more than 200,000 and the local population amounts to at least one million.

It is proposed to undertake two evaluation missions, one at the end of the second year of project implementation and another after completion of project activities. On the basis of the results of the first evaluation, it will be decided whether continuation of the project is justified.

Experience has shown that the builders' teams, if successful, can cover at least 80 per cent of the costs involved, i.e. if enough contracts can be obtained and if the over-all management, the training and the motivation among the trainees is of an acceptable level. If successful, the project in Mardan can be replicated in other districts.

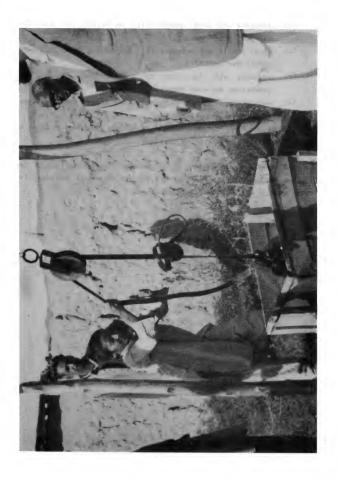
Assumptions

The underlying assumptions for a successful operation of the projects are as follows:

(a) Practical training courses can be developed for illiterate trainees in the field of construction;

- (b) refugees and local people will be willing to join the teams;
- (c) local people and refugees will be willing to collaborate within the teams;
- (d) trainees will be ready to switch from training to production and vice versa;
- (e) motivated, competent Pashtu-speaking people are available to execute this scheme; and
- (f) commercial contractors will be willing to give the teams a chance.

The possible reluctance of commercial contractors could be overcome through the readiness of the project personnel concerned to invest time in building up public relations.



Kitchen Gardens

Background

In practically all camps, the refugees come from rural areas and Work related to kitchen have agricultural and pastoral skills. gardens is undertaken by both men and women, and there does not appear to be a rigid division of labour by gender and age, though there are likely to be local variations. The refugees appear keen to increase and diversify production for their own consumption and where possible, for sales within the camp. Kitchen gardens provide an opportunity for a flexible utilisation of family labour for a part of the year, depending upon the availability of water. The distribution of labour input on a daily and weekly basis can be determined to suit the family's convenience within fairly broad limits. While the main objective of the project proposed here is production for family consumption, there is a ready market within practically all camps for any surplus production. The idea of kitchen gardens to relieve the pressure on local food supplies and improve nutrition has been developed in close collaboration with the staff of the UNHCR sub-offices in Ouetta and Peshawar.

Lately, there have been some striking additions of something green and growing to the familiar landscape of certain refugee villages. Over the past one year or so, refugees have been growing their own vegetables by employing rough and ready methods on narrow strips of land in close vicinity of their houses, thereby supplementing their wheat-based diet, which is lacking in vitamins A and C, with fresh and succulent vegetables which are a source of important vitamins, trace elements and minerals. In some cases this has provided them with supplemental income as well. And the idea seems to be catching on.

On the basis of interviews with the refugees as well as observations in the field, it appears that a large percentage of

refugees are well acquainted with the techniques of successful vegetable growing but are hampered by a lack of proper implements and good quality seeds. This, incidentally, also explains the meagre output in comparison with what can actually be produced.

The type of kitchen gardening that is already being undertaken in Chagai district in Baluchistan provides an example of the possibilities. A large proportion of the refugees there were engaged in small-scale farming or agricultural wage labour in Afghanistan. Agricultural tasks such as land clearing, ploughing and weeding are performed by hand, and the work is undertaken by all family members. The refugees are disposed to raising vegetables such as okra, aubergines, tomatoes, spring onions, carrots, chillis, potatoes and cucumbers; herbs such as mint, coriander, fennel, cumin and lovage are grown and valued for their medicinal and qualities. Forage crops are grown to meet fodder requirements. kitchen gardens are, on average, 75 square metres, and the sandy loam soil seems suited to the type of cultivation being done. water table level allows shallow wells to be dug, and water from streams and other sources is also being used. There is potential for greater output with improved tools and other inputs such fertilizer.

Justification

Vegetable production in the settlements can offer quick economic, social and health benefits to the refugees by exploiting their existing skills and supplementing them with the provision of other inputs so as to bring about greater self reliance in a short period of time.

Objectives

The project on kitchen gardening has several objectives:

- (a) an improvement in the nutrition of the refugees and the local population through a better and more diversified diet;
- (b) an increase in the supply of food;
- (c) enhanced self-reliance of refugee villages;
- (d) a fuller utilisation of the labour and skills of the refugees;
- (e) generation of income for refugees;

Activities

Two projects have been designed within the context of kitchen gardening. Pilot project ideas have already been developed by the UNHCR sub-offices in Baluchistan and NWFP, and these were further developed during the ILO mission. Basically, each of the projects contains three elements: supply of tools and equipment, provision of extension services, and of inputs such as seeds, pesticides and fertilizers. The scope, size and location of kitchen gardens will obviously be determined to a large extent by availability of land and above all, water. It is necessary to underline here that the project, as currently conceived, does not envisage any large-scale allocation of land for agricultural production beyond the existing camp boundaries.

Baluchistan

There is, at present, a plan for UNHCR to assist 200 families in the development of kitchen gardens in the Chagai area. The project proposed here is an expansion and extension of this to assist 2,000-4,000 families in the cultivation of kitchen gardens of approximately 75 m² each. The families will be selected along the lines followed in the UNHCR pilot project, i.e. in consultation with the village administration and refugee leaders and spokesmen, and according to certain criteria, such as: interest in farming; basic skills and knowledge; relative poverty; lack of alternative income-generating activities.

Some or all of the following crops will be cultivated: eggplant, tomatoes, okra, green chillis, onions, melons, cucumbers and herbs. In winter, the crops would include lucerne, spinach and turnips. The exact composition will depend on family needs and preferences and marketing possibilities.

A major precondition for success is the availability of a sufficient amount of water. Where shallow wells are possible they will be used. In other cases, simple rainwater catchment facilities will be created. In the former case, gardens with wells will receive a pulley to protect the well side and ease the lifting. Where catchment facilities are required, a hole 3-4 m³ will be dug in the lowest corner of each compound, and it will be lined with plastic to make it waterproof. The cistern will require a low wall to prevent children from falling into it. The heavy monsoon rains should easily fill the cistern allowing a sufficient amount of water between the rainy seasons.

Each of the households chosen will also be provided with simple tools including:

- (a) Shovels: for scooping up large amounts of soft earth;
- (b) Picks: for digging out big rocks;
- (c) Garden Hoes: for general weeding and for loosening soil;
- (d) Trowels: for various small gardening tasks;
- (e) Rakes: to level and smooth the soil;
- (f) Wheelbarrows: for all moving jobs around the garden.

The other inputs to be supplied to the households are a sufficient quantity of seeds and fertilizer for each vegetable garden and one sprayer for every 20 families along with a supply of pesticides. Manure and compost are necessary to maintain good soil composition and to maximise the efficiency of fertilizers when they are used. If livestock is confined to a special area during the night and vegetable refuse and other excrement are collected, the

amount of manure and compost available will be greatly increased. Finally, the use of fertilizer, pesticides, manure and compost requires training or upgrading by agricultural extension agents. One assistant director and ten technicians will be needed to assist gardening families in ten camps.

North-West Frontier Province

There are some 280 Afghan refugee villages (ARVs) spread through the 16 districts and agencies of NWFP. The presence of the refugees in the area has accelerated the deterioration of agricultural potentiality of those areas by their foraging for fuelwood and their livestock feeding on previously over-grazed pasture lands.

This component of the project on kitchen gardens proposes to begin with 150 ARVs which have static populations, cultivable compound land and refugee interest in this activity. Should this prove successful, an effort could be made to widen the project to include all ARVs. Each village will be considered a unit and will be supplied with the following items:

- (a) <u>Seeds</u>: summer crops will include sponge and bitter gourds, onions, tomatoes, eggplants and chillis. Winter crops will be spinach, peas, turnips, cauliflower, carrots and cabbage;
- (b) <u>Specialised tools</u>: these will include a sprayer with pesticides, wheelbarrows, pulleys for wells and plastic lining for water catchments.

Each agency or district will be divided into three or four areas. Each area will employ a field assistant who will act as an extension agent to provide advice and assistance to the refugees in gardening. The assistant will distribute seeds, control the flow of fertilizer and insecticides, etc. He might be assisted in each camp by a competent paid gardener, preferably a refugee chosen among skilled Afghan horticulturists.

believe that a sounder and more acceptable approach would be to devise schemes and programmes which would directly and immediately benefit the poorer and more vulnerable sections of the refugee and the local population. We have attempted, as 'far as possible, to incorporate this dimension in our programme of action, but the difficulties in ensuring that the resources and benefits flow to these groups should not be underestimated.

The fifth broad consideration affecting our proposals arises from ecological and economic factors. Our proposals on activities in agriculture, livestock and to a lesser extent small industry, were conditioned by scarcity of water for irrigation, especially in Baluchistan, and by availability of land. We also had to pay close attention on the one hand to the existence of markets within and outside the camps for the initiation of viable training schemes and productive activities, and on the other, to the need to avoid competition with local enterprises. Thus, we have attempted to include projects which could save on foreign exchange either through export promotion, as in the case of handicrafts, or through reduction of imports, as in the case of silk production, and more efficient use of domestic energy.

Finally, it is necessary to recall that the work of the mission was carried out over a five-week period, which included three weeks in the field. Inevitably, therefore, it was not possible to carry out as detailed and rigorous an investigation as might have been desirable for normal projects. We believe, however, that given the emergency nature of the situation and the need to mount schemes which can quickly generate employment and incomes, the procedure adopted by the mission, even though it might contain a greater element of risk, is fully justified.

Budget

Assuming that 3,000 families in Baluchistan are aided in this project for one year, the costs will be approximately US\$161,000, including such items as: tool kits; seeds; sprayers; pesticides and fertilizers; wells; plastic lining for catchment; extension: personnel and transportation.

The cost of this project in NWFP is approximately US\$477,000, including the following inputs: seeds; fertilizer and pesticides; specialised tools; field assistants; contingency.

Hence the total budget requirement for both Provinces would be US\$638,000.

Personnel

This project will not require any expatriate personnel as all expertise is available locally. Provision is made for an assistant director and ten technicians in Baluchistan, and for 60 field assistants in NWFP.

Implementation

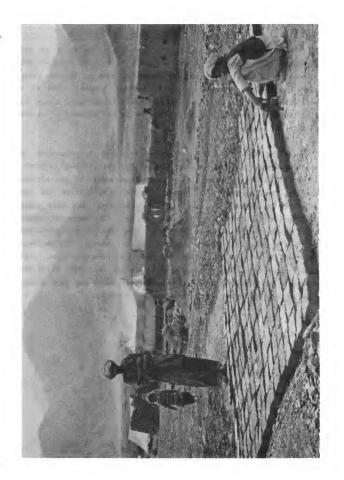
The Government of Pakistan will be the implementing agency in both Baluchistan and NWFP. In the former, the Commissioner for Afghan Refugees, Baluchistan, is expected to be in charge of over-all direction. In NWFP, this function might be performed by the Agriculture Department. The UNHCR sub-office in Quetta and Peshawar will undertake monitoring and periodic evaluation of the project

Close collaboration will be maintained with all ministries and departments dealing with agriculture. Both components are scheduled for implementation during the course of 1983.

Assumptions

There are, basically, two major assumptions entailed in the successful implementation of the project. First, the refugees are interested in the idea of kitchen gardening, both to improve their nutrition and to generate additional income. Second, there is a sufficient amount of water available. Where shallow wells cannot be dug, the refugees will need to be involved in the preparation of the cistern for catchment.

The benefits of this project derive from the increase in employment opportunities and real incomes for the refugees involved. It is difficult to estimate the labour requirements of the kitchen gardens, because they will depend on the crop mixture and the intensity of cultivation. It has been estimated that this might require two to three hours of work per day. The value of output could be in the vicinity of Rs.700 per year (Rs.500 for crops and Rs.200 for fodder) for a 75 m² kitchen garden. For maximum intensity of cultivation, it would be useful to have nurseries. This would reduce the time required for vegetation and would allow the gardeners to grow vegetables which otherwise would not have enough time to reach maturity during the short rainy season.



Poultry

Background

According to the 1982 reports of the district officers of UNHCR in Baluchistan and NWFP, the number of fowl owned by refugees varies greatly from camp to camp. It may be assumed that the poultry population is presently about half the number of refugees. Chicken and eggs are high quality protein foods and can play a major role in improving the nutrition of the refugee population.

The discussions held with refugees by the mission in Baluchistan and NWFP indicate that:

- (a) the number of chickens per family varies from 0-15;
- (b) chicken is a preferred food and can provide a supplementary source of income;
- (c) eggs are preferred to chicken meat;
- (d) the maximum number of chickens that can feed themselves by scavenging around tents or <u>katcha</u> homes is about the same as the number of people in the family.

In nearly all compounds visited we have seen small, special katcha houses which the refugees have built for their chickens. This is an indication of the value attached to poultry.

Justification

To improve refugee diets, particularly those of the weakest groups (women and children) through egg consumption, and enable the refugees to improve their income, it is proposed to provide enough young chickens to each refugee family so that they will have about as many chickens as the number of family members. Depending upon the local conditions prevailing, one might consider the sale of the young chickens to the refugees at a subsidised price.

The breed of new chickens should improve the local breeds through natural cross-breeding, particularly with regard to improving their laying capacity. The Director of the Livestock Department of NWFP has proposed the Egyptian breed "Fayumi" which may be provided by one of the breeding farms producing chicks in Pakistan or by the Poultry Research Station, Rawalpindi. This breed was introduced in the country several years ago and has proved itself a good layer and meat producer. It is capable of living off scavenging in the village.

Two years ago, chickens were given to refugees in Peshawar district upon their arrival in Pakistan. The mission was told that some time later the chickens had disappeared, either because they died of disease or the refugees ate them. In the absence of an evaluation report of this previous project, there are two possible, but not mutually exclusive, explanations:

- (a) the chickens were neither of good stock nor cleared of hereditary disease and some died; therefore the chickens that did not die of disease were eaten by the refugees;
- (b) in 1980 the refugees felt insecure because they had just arrived, and the food distribution was not as well organised as at present. Today their needs are different and they are much more likely to seize an opportunity to improve their poultry and egg production.

Objectives

The primary objective of this project is to improve the nutrition of refugee families through the introduction of an improved

variety of chicken which will significantly increase the egg-laying capacity of poultry raised at the household level.

Activities

Potential poultry breeding farms were identified by the mission with whom contracts could be arranged for the production and delivery at the campsites of 10,000 healthy chicks. The improved breed distributed by the project should be a pure breed (not a hybrid), sturdy and exempt from pullorosis, immunised against coccidiosis (i.e. treated with sulpha-drugs instead of the usual coccidiostat prevention) and vaccinated against diseases common in Pakistan (Mareks and Newcastle disease). They should be six to eight weeks They will be distributed to families in two old when distributed. one in NWFP and one in Baluchistan. The method of distribution will be developed by the project managers to adapt to the local circumstances, i.e., how best to reach families in need and whether chickens should be sold or distributed free of charge. ARV will receive approximately 5,000 chickens.

Chickens should be distributed in such a way that the total number of chickens of a family is equal to the family size. Thus, a family of seven with four chickens would receive three, whereas a family of five with five chickens would receive none. The ratio of cocks to hens will be determined by the Livestock Department. If feasible, a small charge should be made for each bird.

At the same time as this distribution is undertaken, a second experiment can be made. Fertilised Fayumi eggs can be distributed to be hatched by the existing local hens in the refugee household. This would require:

(a) informing the refugee families about the availability of Fayumi eggs and proposing that they give the Fayumi eggs to their own hens to hatch;

- (b) buying and keeping in the ARV (in a kerosene refrigerator for a maximum of two weeks) fertile Fayumi eggs of good quality (pullorum free);
- (c) providing the fertilised eggs upon request to the refugees for a small price (Rs.1, for example) to avoid the eggs being consumed;
- (d) removing the eggs of the local hens which were to be hatched, and replacing these with an equal number of Fayumi eggs;
- (e) the local hen will hatch the Fayumi eggs and raise the Fayumi chicks as well as her own;
- (f) the Livestock Department agent should visit each month after the chicks start hatching to vaccinate them (both Fayumi and local) when chicks reach the appropriate age, i.e. three months.

A comparative evaluation of chicken and egg distribution can lead to the continuation of the two methods simultaneously or to continuing only one of them if the other proves ineffective.

Two months after the distribution process has begun, an evaluation should be undertaken. If 90 per cent of the chickens are doing well (no epidemic outbreak and the families have consumed only those roosters not necessary for reproduction) consideration should be given to expansion of the project through successive stages that ultimately would cover all districts of NWFP and Baluchistan.

Budget

The estimated budget requirement for the pilot phase of this project is US\$25,000, including the following items:

I. Chicken distribution

(a) chickens delivered at ARV's

- (b) travel costs, project managers
- (c) salaries: preparation, distribution, evaluation

II. Fertilised egg distribution

- (a) 300 Fayumi eggs provided weekly for 12 weeks
- (b) 2 refrigerators
- (c) salaries, transportation, distribution
- (d) vaccinations.

It should be recognised that these costs relate only to two ARV's. Costs for the extension of the project on the same scale in other ARV's will be a multiple of this, i.e. Rs. 140,000 per ARV for chicken distribution or Rs.50,000 per ARV for egg distribution. To this, however, must be added the additional costs of permanent staff for the expansion. The pilot phase proposed here should take a maximum of six months for the distribution and evaluation.

Personnel

For the pilot phase proposed here, it is assumed that the Livestock Department will provide two technicians for implementation. Any expansion of the project must consider engaging permanent local staff for implementation.

Implementation

For maximum efficiency, flexibility in the project organisation will help to cope with technical and social constraints. The pilot phase of the project will require the following staff and institutional arrangements:

- (a) Livestock Department two motivated and competent field managers and support from technicians already working in Baluchistan and NWFP;
- (b) UNHCR monitoring and evaluation of the implementation, perhaps in collaboration with an interested voluntary agency;
- (c) ARV social welfare officer will be assigned to follow up distributions. It may be, for example, a health organisation interested in balancing the refugee diet as a result of poultry improvement, or a community centre and programme if there is any in the camp. In this case, poultry improvement and the use of manure for biogas production or for kitchen gardens, could be part of the community centre programme with, possibly, demonstrations at the centre compound;
- (d) it is advisable for the Agriculture Department, which will implement the kitchen garden project, the Livestock Department which will implement the poultry project and the Forestry Department which will implement the silk project, to collaborate in these projects.

During the pilot stage of the project the refugees will participate in the organisation and implementation of the distribution scheme. One can envisage greater participation as the project progresses and expands. Co-operatives can be considered and ultimately the distribution and extension services can be taken over by the refugees.

Assumptions

It must be recognised that the scope for marketing of chickens and eggs in the local market is limited on account of insufficient demand. The project is aimed more at production for home consumption and for a limited amount of sale in refugee settlements. Thus, the project will not generate a great deal of cash income, but will result in improved living standards.

Secondly, it is assumed that the chicks to be delivered to the ARV's are six to eight weeks' old. If it turns out that the breeding farms can only provide chicks that are one-day old, for example, the project may have to provide for breeding near the camps. This would require additional expenditure to create facilities, purchase machinery, and run the facilities. An estimate of these costs, per camp, is approximately US\$20,000.

Transportation of great numbers of live chickens, if not properly executed, may result in heavy mortality. A pick-up truck open on all sides, or at least on two sides, and well ventilated is required. The cages, aerated on all sides, made for example of soldered wire mesh, 50 x 50 x 25 cms in size, should contain no more than six eight-week old, or ten six-week old chickens. Traditional semi-spheric basket cages would do well, but need more space and might increase the transportation costs.

Over a two-year period, it has been estimated that the supplemental income generated by a Fayumi as opposed to a local hen is Rs.65 per head. This may not seem high, but the real benefit derives from a doubling of egg production and a 25 per cent increase in the meat output of chicken. This can go a long way in improving the nutritional intake of the refugees, and particularly vulnerable groups.

(b) A Summary of Project Proposals

The general characteristics and details of the proposals elaborated by the mission are given in Chapter Five. Here it may be useful to provide a brief summary of these proposals. The training programme is designed to upgrade the basic traditional skills of the refugees as well as to introduce newer modern skills on which the refugees themselves laid so much emphasis. The training would be imparted through a flexible arrangement comprising of mobile training units, apprenticeship schemes and permanently staffed centres in certain refugee villages. An innovative feature of the proposed training programme is the use of mobile training units to reach the more remote and outlying refugee areas as well as to ensure maximum flexibility in terms of content and duration of courses. suggested that use be made of the traditional apprenticeship system. The training programme should result in a general upgrading of the vocational and technical skills of the refugees which would be useful to them on return to their country. At the same time they should open up employment possibilities in and around the camps.

The second proposal is designed to enhance the construction skills of the refugee population to enable them to participate more effectively in a wide range of construction activities, both in and around camps and if necessary, farther afield. The key feature of the scheme is the combination of learning and working on the job. This would be achieved through the formation of builders' teams. In view of the shortage of skilled builders, masons, plumbers, carpenters etc. in Pakistan and the construction boom in both Baluchistan and the NWFP, this project should help ease bottlenecks in this vital sector.

The third proposal on kitchen gardens builds on pilot projects currently being planned by the UNHCR in the two provinces. The proposal is designed to bring about more intensive cultivation of



Silk Production

Background

Pakistan at present imports most of the silk used in its textile industry, despite the fact that the country possesses all the conditions required for the production of silk. The Government of Pakistan has recently taken steps to encourage the production of silk. The Forestry Department has imported silkworm eggs from Japan which it sells to producers, and guarantees the purchase of all cocoons at the end of the three-month period of cultivation (April to July). It has also organised plantation of mulberry trees to supplement those trees which are already found in fairly large numbers in most districts and tribal agencies of the NWFP. At Miranshah (North Waziristan Agency) a sericulture centre has been established to process silk cocoons. The Forestry Department provides an extension service for training families to raise silkworms, trim the mulberry trees and spin the cocoons.

This service is available to refugees as well as the local population. The only limiting factor is access to mulberry leaves during the silkworm season. Access to mulberry trees is free on government land, or a season's leaves can be purchased for approximately Rs.150.

Nonetheless response to this programme has so far been disappointing, even in areas with an abundance of mulberry trees. The major reason appears to be that Pathans, the predominant tribal group among both the local population and the refugees, are culturally antagonistic to taking up any trade even remotely related to weaving.

In our discussions with refugees, while Pathans showed little interest in silkworm activities, refugees from some of the minority tribes such as the Turkomans, Uzbeks and Tajiks did indicate an interest in and willingness to raise silkworms if mulberry trees or their leaves could be made available. One reason for their interest is that many of these tribes have a tradition of carpet weaving, for which silk is sometimes used.

The main constraint in developing silkworm raising activities among these minority tribal groups is that they are not always located in areas with easy access to mulberry trees. This problem could be resolved, at least in part, by starting with refugee camps with better access to mulberry trees, or by settling new groups which express an interest in such activities in such areas. Another strategy would be to develop mulberry tree plantations, where suitable, in and near existing ARV locations.

Justification

The proposed activity is attractive since it is household based, requires a minimum of technical or material investment, and can yield a high return within a relatively short time. A family which invests Rs.250 in silkworm eggs and mulberry leaves can expect a return of Rs.1,000 within three months. If the family invests in a spinning wheel and learns how to spin the silk, the return is even higher: Rs.2,500. It is also possible to purchase the cocoons and engage only in spinning. Aside from helping the host country to increase indigenous silk production, the project will generate a cash income and thereby increase the self-reliance of refugees among The skill will undoubtedly prove useful as well minority groups. when they return to their own country.

Objectives

The main objective of the project is to enhance the indigenous production of silk. The second objective is to increase the earning capacity and self-reliance of refugees from minority groups. The

planting of mulberry trees on a large scale to support silk production also aims to help to regenerate the damaged environment in and around selected ARVs.

Activities

Since silk production involves the introduction of new skills, and as indicated above, the selection of sites as well as beneficiaries will need to be done with great care, it is suggested that the project begin on a relatively small scale and with an intensive preparatory phase. If initiated in the near future, it is estimated that up to 1,000 families could participate in the raising of silkworm cocoons during the coming season (April-July). Preparatory activities would include identification of interested groups among the refugee populations, organisational arrangements for procurement and delivery of mulberry leaves in cases where mulberry trees are not easily accessible (and/or negotiations for relocation of interested refugees to suitable sites), and motivational and training activities among the selected groups.

To begin with it is proposed that participating refugees be given silkworm eggs on an interest-free loan basis which would be recovered by the Forestry Department at the time of purchasing the The recovered loan could then be applied on a revolving basis toward the refugee's procurement of silkworm eggs the following Agreement will need to be reached regarding the parameters governing this revolving fund, but it is clear that an incentive will be required to encourage refugees to take up this new activity, and few refugees are in a position to put up such an investment (which from their point of view entails considerable risk) out of their own It will be necessary, however, to ensure that meagre resources. training and extension staff are available for those cases in which refugees express an interest in the activity but have no previous At the outset, it is assumed that the experience. Department will ensure that such technical personnel are available.

The final component of this project is the planting of mulberry The site for such plantings should be chosen with a view to the number of people in the vicinity who would be interested in the activity of silkworm raising. One can think in terms of 2.500 ha. of non-irrigated land at the outset which would require approximately one million trees and would produce a sufficient amount of twigs and leaves for the production of silk by 65,000 families. requires a sufficiently long lead time, however. Seedlings spend one year in the nursery and may be trimmed and cropped two years after planting. Hence production starts after three years and reaches a peak after six years. Trees may be cropped once a year. Seeds are available once a year from the trees, and the trees should not be overcropped. Mulberry trees can have a significant positive effect on the environment. It is assumed that sufficient expertise exists in the Forestry Department for this component to be undertaken.

At the end of the first season, an evaluation should be carried out to assess the feasibility of expanding the project, to identify problems which need to be resolved, and recommend action to resolve them. If successful, the number of families participating in the project could be increased by 2,000 and 5,000 in subsequent years.

Interested families could also be assisted in producing silk spools from the cocoons. This would involve additional assistance in training and loans for equipment. The target population for spinning activities in the first year would be 1,000 families, and in the second year 2,000 families.

Budget

The approximate cost of the project is US\$463,710 including: silkworm eggs; spinning wheels; tents; extension services and transport.

Personnel

This project makes no provision for personnel as it will be implemented through the existing staff of the Forestry Department extension service. Some support for personnel could be considered after evaluation of the experience in the first year if large-scale expansion is recommended.

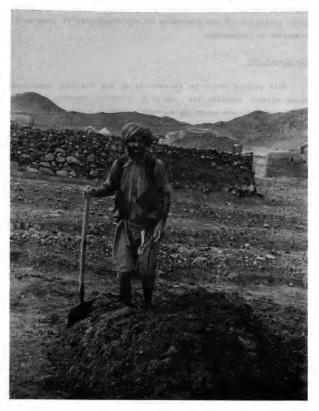
Implementation

This project would be implemented by the Forestry Department which already provides the requisite extension services, silkworm eggs, training, and marketing services. There would be a need to co-ordinate the selection of sites with the Commissionerate of Refugees, in particular the possibility of settling new refugees near mulberry tracts and relocating other interested refugee groups. UNHCR support to the Forestry Department for mulberry tree plantation would also need to be co-ordinated with this project. Evaluation of experience gained during the first season and feasibility activities subsequently will be carried by expanding representatives of the UNHCR, SAFRON, and the Forestry Department.

Assumptions

It is assumed that minority groups can be identified who will be willing to take up silkworm cultivation, and in some cases willing to shift their location and alter present patterns of seasonal migration to do so. The potential monetary gains from silkworm cultivation are assumed to be sufficient incentive to attract refugees to this new skill. It is also assumed that the present Forestry Department services and extension network are adequate to meet the requirements of the project in the first year. Existing mulberry tree reserves are assumed to be sufficient to meet demand for leaves in the first two years of the project after which trees planted in the first year

will begin to supplement existing resources. Present extension services are assumed to be designed so as to reach women, directly or indirectly, who will be intimately involved in the rearing and spinning activities.



6. Environmental Preservation and Improvement Fund

Background

It is widely acknowledged that there has been a general deterioration of the environment in and around the camps as a result of the sudden influx of large numbers of refugees and their need for water, fuelwood and pastures. Some of the other proposals submitted by the mission are designed to halt or reverse specific aspects of this deterioration, notably the proposals on kitchen gardens, silk production and domestic energy. This proposal may be expected to reinforce their impact on preservation and improvement of the environment.

The second problem addressed by this proposal relates to some urgent felt needs of the refugees which, owing to lack of organisation and resources, are not currently being met. Discussions with refugees revealed many areas where action was needed to satisfy basic needs of the community as a whole, such as drinking water and trees for fodder, fuel and shade. Such action could have a beneficial long-term impact on the general wider environment.

The third problem to which this proposal is addressed concerns low productivity and underutilisation of existing resources in and around camps. In some cases, the agricultural potential of the area could be considerably enhanced through small irrigation schemes or through drainage. Practically everywhere there are reserves of underutilised skilled and unskilled labour. There is evidence in many camps of the desire and eagerness to utilise local skills and resources to improve the camp environment and attain higher living standards.

Justification

The other proposals described above focus on specific employment-related activities and focus attention on particular

target groups with specific needs and potential. In contrast, the present proposal focuses on the camp itself, including the resources available to meet the basic needs of the community as a whole, situationally specific problems and needs, the infrastructure of camps and their requirements to provide back-up support for other productive activities, and questions related to preserving and improving the wider environment. Many of the other proposals made by the mission contain certain minimum criteria for site selection, including availability of resources and infrastructural support. This means many camps could be by-passed in the selection process. The present proposal seeks to enhance the productive potential of such camps and to provide a mechanism through which problems and needs specific to particular camp locations can be addressed.

Objectives

The primary objective of this project is to preserve and improve the ecology and environment in and within the immediate vicinity of Second, the project aims to contribute the Afghan Refugee Villages. to the satisfaction of strongly-felt needs of the population through The third objective is to enhance the community and social action. productivity of human and material resources within and in the environs of the camps. Finally, the project seeks to foster community solidarity, participation, self-reliance and organisation through the planning and implementation of schemes proposed by the refugees themselves to meet their collective needs. It is expected that many of the projects to be supported would confer benefits on the local population as well.

Activities

Given the emphasis of the project on the identification of needs and determination of priorities by the refugees themselves and their organisations, it is neither possible nor desirable to specify in detail the schemes to be supported. However, discussions with refugees and their leaders during the course of the mission brought to light several potential schemes which are briefly described here by way of illustration.

(a) Community Irrigation for Kitchen Gardens in Barakai Camp

Despite a keen desire to engage in vegetable cultivation and the availability of a large plot of land not currently under cultivation adjacent to the camp site, lack of water for irrigation has prevented Some families have most refugees from engaging in this activity. cut into lines supplying drinking water in order to irrigate their kitchen gardens, creating additional problems in the organisation of community life. By the installation of two diesel pumps, levelling of presently fallow land, and construction of a network of irrigation water for irrigation could be brought from a nearby irrigation canal for intensive multicrop cultivation of 100 ha. (250 acres) of land adjacent to the camp. Implementation, management and provision of labour could all be carried out by the refugees Ten thousand families could benefit from cultivation of 100 m² each, and vegetables worth plots of an Rs. 3 million per year could be produced. The refugees would pay a small fee for the provision of water which would cover the running costs of fuel, equipment and ditch maintenance. The total cost of the project to be covered by the fund (including surveys, leasing of land, purchase of water rights, two engines and pumps, installation and construction of shed, piping, land levelling and digging ditches) The estimated cost of bringing would be approximately US\$130,000. water to individual compounds by open ditches for an equivalent acreage of kitchen garden cultivation would be nearly double this amount.

(b) Tree Plantation In and Around Camps

Repeated reference has been made to deforestation caused by the influx of refugees and their livestock. However, it was found that

kitchen crops, thereby increasing yields and achieving a more diversified pattern of production. The project should, therefore, contribute to a more balanced diet and improved nutrition, in addition to generating cash from surpluses. Under the project, refugee families in selected areas would receive agricultural tools, seeds etc. on a grant or subsidised basis and some provision is made for extension services.

The fourth project on poultry is also designed to improve family nutrition through the supply to refugee families of a breed of chicken which has flourished well in Pakistan. The Egyptian "Fayumi" breed is considerably more productive in terms of its egg laying capacity. The six-week chicks would be supplied to families at subsidised rates after due immunisation in a few camps for experimental purposes in the first phase.

The fifth proposal on silk production envisages the supply to refugees of silkworm eggs which would be reared to the cocoon stage before being sold to the Forestry Department authorities. The proposal initiated with a suggestion from the Forestry Department in the NWFP. On the basis of relatively simple training and small inputs of labour involved in feeding silkworms, the activity could generate significant cash income for the family while simultaneously resulting in foreign exchange savings for the country.

environmental preservation sixth proposal, an improvement fund, is designed, as the title of the project suggests, to improve environment in and around the camps, to enhance the resources like soil productivity of natural construction works and to provide for the utilisation of unskilled and semi-skilled refugee labour. An important feature of this proposal is that it relies on self-help efforts of the refugees in projects designed to benefit the community and which also reflect the priority needs of the refugees themselves. The project would provide (e) any other information that will be of use in follow-up efforts to the mission.

The mission consisted of the following members:

- Dharam Ghai, Chief, Rural Employment Policies Branch, ILO, Mission Leader
- Zubeida Ahmad, ILO, Expert on Rural Institutions and Women
- Geoffrey Bundy, Consultant, Vocational Training
- Pascal de Pury, Consultant, Agriculture
- Andréa Singh, ILO, Expert on Rural Women
- Bob Waisfisz, Consultant, Handicrafts and Small-scale Enterprises.

After initial briefings at the UNHCR and ILO headquarters, the mission spent four weeks in Pakistan, three of which were taken up with field visits in Baluchistan and the North West Frontier Province (NWFP). An annex to the report gives full details of the itinerary of the mission. Parts of the report were drafted in Islamabad. The final report was written up in Geneva.

The tentative conclusions and recommendations of the report were discussed in meetings with the States and Frontier Regions Division at Islamabad; the Commissionerate of Refugees in Quetta and Peshawar; the UNHCR offices in Geneva, Islamabad, Quetta and Peshawar; and ILO headquarters in Geneva. The mission received many useful comments and suggestions at these meetings and derived much

encouragement from the generally favourable reaction to and support of the main proposals made.

The initial draft of the report was completed in December 1982 and circulated to the Governments of Pakistan and Netherlands and to UNHCR and ILO. The draft has been revised in the light of comments received.

The mission has been acutely aware of the need to produce this report quickly in order that projects designed to benefit the refugees and the local population can be organised and implemented in the shortest possible time.

The report has been written by Dharam Ghai, leader of the mission, Zubeida Ahmad and Andréa Singh on the basis of various inputs provided by all members of the mission. The report is being issued under the sole responsibility of the leader of the mission.

ACKNOWLEDGEMENTS

In the course of its work through various stages from the initial planning to the final typing of the report, the mission has received help from a large number of individuals and institutions. Their names are mentioned in the annex under List of Persons Contacted. We would like to acknowledge our debt to them for sharing their knowledge and views with us. In addition, we would like to record our appreciation to certain persons and institutions without whose co-operation and support our work would not have been possible. First and foremost, our debt is to the Afghan refugees and their leaders. As indicated in the report, discussions and dialogue with them greatly enriched and deepened our understanding of their Many of the ideas proposed in the report grew directly out of our conversations with them. Without these extensive and wide-ranging discussions with them, we would have had much less confidence in the conclusions we have arrived at and in recommendations we have made.

We are grateful to Mr. S.M. Niazi, Secretary of States and Frontier Regions Division (SAFRON), and Col. A.M. Babar, Joint Secretary, and other SAFRON staff members for their hospitality, support and guidance. At the provincial level, the Commissionerate of Refugees in Quetta and Peshawar did everything possible to facilitate our task. We express our thanks to Mr. M. Abdullah, Commissioner, Afghan Refugees, NWFP and his staff, particularly Messrs. Ahmed Zeb and Naem who accompanied us on our visits to the refugee villages. In Quetta we had very useful discussions with Col. Abdur Rauf, Commissioner Afghan Refugees, Baluchistan.

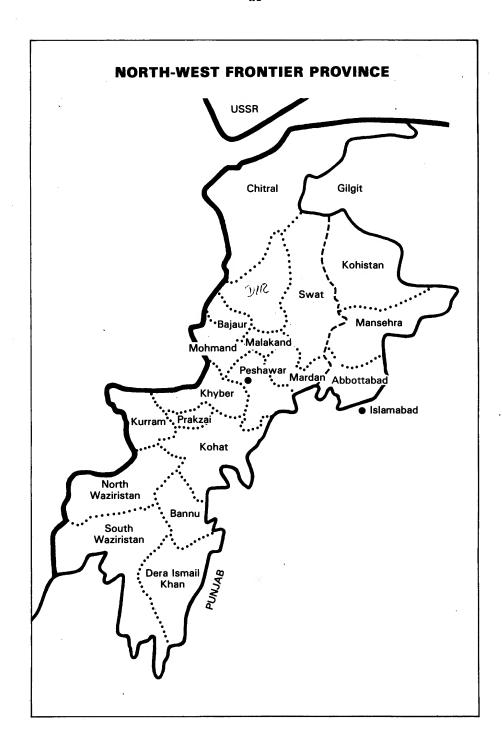
The support received from the UNHCR was critical to the work of the mission. At headquarters, Mr. T. Barnes, Chief, South West Asia Section and Mr. O. Bakhet, Acting Head, Special Support Unit, assisted in the organisation of the mission. In Islamabad, Mr. G. Walzer, Chief of the UNHCR Mission and his staff, particularly Mr. D. Laye, contributed in numerous ways to the work of the mission.

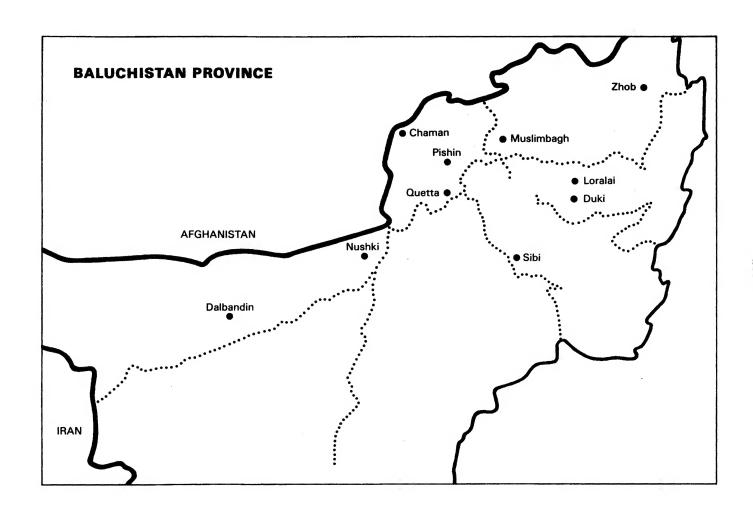
In the provinces, the sub-offices of the UNHCR at Quetta and Peshawar made arrangements for our visits. We record our appreciation of the help received from Mr. S.N.A. Wijayatilake, Chief of sub-office, UNHCR, Quetta and his staff, particularly Mr. Abdul Rashid Babar, Programme Officer, UNHCR, who not only accompanied us on all our visits but on whose deep knowledge and insight of the refugee situation we drew so heavily. Likewise, the Chief and Deputy Chief, UNHCR Office in Peshawar, Messrs. H. Keto and A. Coat, and their staff members extended every possible assistance to the mission. We would in particular like to record our appreciation to Ms. Mamoona Taskinuddin, Mr. M. Ackermann, both Programme Officers, UNHCR and Ms. Shahinaz-Parveen, Programme Assistant, who accompanied us on most of our field visits and who shared with us their knowledge and insights on the situation of the Afghan refugees.

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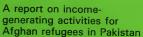




Tradition and dynamism

among Afghan refugees





International Labour Office Geneva
UN High Commissioner for Refugees







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Nearry Hadeli Depree

Tradition and dynamism among Afghan refugees

Report of an ILO mission to Pakistan (November 1982) on income-generating activities for Afghan refugees

International Labour Office Geneva
UN High Commissioner for Refugees

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PREFACE

The mission was organised in response to a request received from the UNHCR in consultation with the Government of Pakistan. It was funded by the Government of the Netherlands, the UNHCR and the ILO. The following terms of reference of the mission were jointly agreed between the UNHCR, ILO and the Government of Pakistan.

The ILO mission on income-generating activities for the Afghan Refugees in Pakistan is a response to the realisation that the provision of goods and services to sustain a minimum standard of living is not an adequate long-term solution. Therefore, the mission is part of on-going efforts for examining the potential for projects which would increase the ability of refugees to rely on themselves in the long-term, thereby lessening the burden on the Government and the international community for their continued care and maintenance.

Thus, the major objective of the mission will be the following:

To draw on existing information to:

- (1) Examine the scope and potential for viable income-generating projects in agriculture and non-agriculture for the refugees in fields other than road construction, irrigation, afforestation and range improvement;
- (2) Propose on the basis of the above and in consultation with the Government, projects that can be implemented rapidly;
- (3) Identify target groups in the refugee population, their skills and potentials and local resources that could be drawn upon;
- (4) Assess the needs in training and up-grading of skills required for successful project implementation;

- (5) Identify special measures that can be taken for the integration of special groups, especially women, youth and disabled, into the projects;
- (6) Determine arrangements for the refugees' full participation in the operation and management of the projects;
- (7) Examine the administrative and institutional arrangements necessary for the implementation of the projects;
- (8) Prepare a detailed report that includes:
 - (a) a report of the mission's findings and recommendations;
 - (b) Specific project documents that include:
 - (i) objectives and outputs and activities;
 - (ii) technological considerations;
 - (iii) training requirements;
 - (iv) personnel requirements;
 - (v) time-table for implementation;
 - (vi) cost estimates;
 - (c) institutional and administrative arrangements for follow-up work;
 - (d) additional surveys or studies that may be required;